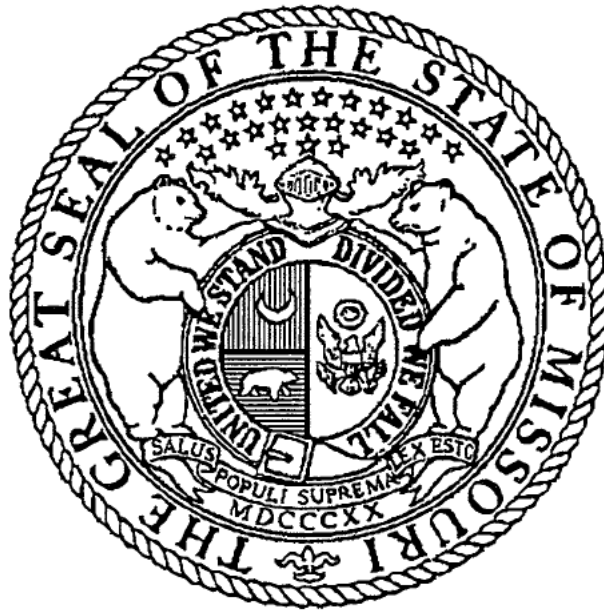


Report by the
Joint Committee
on
Budget Crisis
86th General Assembly

Senator Harry Wiggins
10th District - Kansas City
Chairman

Representative Sheila Lumpe
88th District - University City
Vice-Chair





HARRY WIGGINS
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KANSAS CITY AND
GRANDVIEW

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RULES

KEVIN P. MULLALLY
LEGAL COUNSEL

FOR IMMEDIATE RELEASE
JANUARY 9, 1992

Enclosed is a copy of the final report of my Joint Interim Committee on the Budget Crisis which has been released this morning concurrently with the opening of the new session of the General Assembly.

This report presents a dismal picture of Missouri's financial status and fiscal ability department by department, division by division, program by program. Most important it is -- neither political nor exaggerated. It is factual. It was completed after hundreds -- thousands probably -- cumulative hours of hearings and discussions by an excellent emergency committee I feel privileged to have chaired.

The impact of this report will undoubtedly dominate the current legislative session -- and beyond: not just the appropriations process but the fiscal note on every single piece of legislation to be considered by the Senate or House.

As an example check page three where it is reflected that the Excellence in Education Program, pride of the 1985 session, has virtually ceased to exist. Further down the page the Parents as Teachers Program (Early Childhood Screening), a piece I sponsored at the request of Governor Bond in his second administration is decimated and crippled: both because of vetoes and withholdings to avert the fiscal crunch, the following pages department by department reflect similar discouragements.

As I begin my 18th year in the Missouri Senate today, I release a report I wish did not have to exist. But Missouri cannot go on without facing the facts: that Missouri cannot today meet its responsibility to the people of this state: particularly toward those most in need, the sick, the elderly and groups of people least able to help themselves.

I am indebted to the members of the committee, particularly the Vice-Chair, Rep. Sheila Lumpe.

That's all there is, there isn't any more.

Sincerely,


Harry Wiggins

HW:lh
Encl.



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January 7, 1992

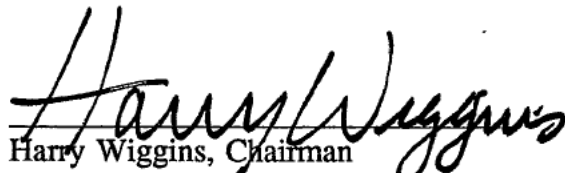
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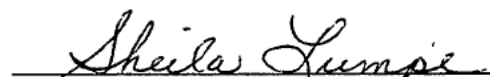
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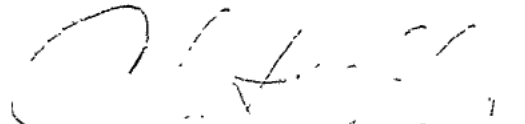
Gentlemen:

Pursuant to your charge when you appointed the Interim Joint Committee on Missouri's Budget Crisis September 17, 1991, we submit herewith our report and findings.


Harry Wiggins, Chairman
State Senator, 10th District

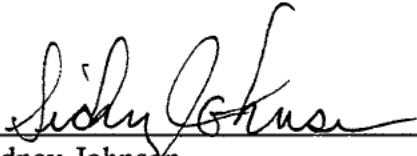

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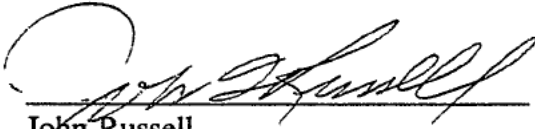

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State Representative, 3rd District

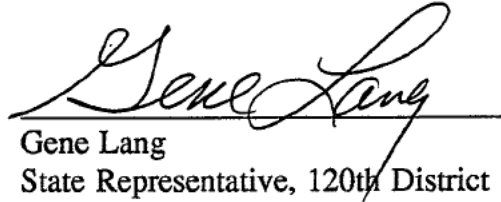


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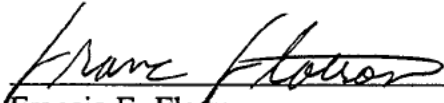
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State Representative, 62nd District



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Gene Lang
State Representative, 120th District



Francis E. Flotron
State Senator, 7th District

Wesley A. Miller
State Representative, 108th District

HW:lh
Encl.

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Introduction

On September 17, 1991, Senate President Pro Tem James L. Mathewson and House Speaker Bob Griffin agreed to establish a special joint committee to study the current funding crisis in state government and its impact on state government agencies and programs.

Because of the decline in incoming state revenue, cutbacks in federal aid and other factors, state government is facing the most serious budget crisis in over a decade. It was the charge of this committee to conduct a study to determine what steps the General Assembly might take to help Missouri's hard-pressed state agencies. It was the responsibility of this committee to determine whether Missouri is able to provide basic services to those people who depend on state programs, and if not, what steps are necessary in order to meet these needs.

To meet this charge, the committee conducted a series of hearings whereby we examined each department to determine how the recent vetoes and withholdings have affected them. We tried to ascertain how the cuts had affected each division of government and how many jobs were eliminated or left unfilled and how services were cut or reduced.

As you will see, the results of our study were more dismal than we could have imagined. While it is quite possible, even probable, that there remains some "fat" in state government, it has become apparent that we have cut each department to the point that bare bones are exposed. Many programs have been left with

such scarce resources that they are simply unable to perform their mission. Because the expectations of the public are so demanding and the resources of government are stretched so far, departments are forced to prioritize services to remain within the appropriations adjusted to the level of revenues. As appropriations are vetoed or withheld, certain services, most of which are desperately needed by the less fortunate of our state, are eliminated or clients are placed on a waiting list where they could remain interminably.

Many departments have reduced expenditures to the point that they face eliminating services that they are specifically authorized by state law to provide. Other statutory programs have never been funded.

What follows is a summary of the testimony this committee received from each department during our rigorous hearing schedule over the past several months. It paints a bleak picture of Missouri state government, one that shows no promise of brightness on the horizon. It foretells a government which will require further prioritization of services and even deeper cuts into an already frail and skeletal budget.

Department of Elementary and Secondary Education

This report will deal with the effects of the budget crisis in the Department of Elementary and Secondary Education. Specifically, the following areas will be covered:

1. Foundation Program,
2. Excellence in Education Programs,
3. Transportation for the State Schools, and
4. Parents as Teachers Programs.

In the Fiscal Year 1992 budget cycle, department-wide vetoes and withholding totaled over \$82.3 million. These cuts had a very significant impact on local communities; the largest cut was taken by withholdings in the Foundation program. Additionally, the department has other cuts which included a reduction of just under 50 staff, most which came from the state schools for the severely handicapped, blind and deaf. It is important to note that state schools make up the biggest single portion of the department's general revenue budget. In terms of the department's administrative costs, these dollars comprise one-half of one percent of total general revenue dollars appropriated to the department.

The Foundation program bore the largest brunt of the budget cuts, with a total withholding of \$75 million. This withholding comes at a time when at least 59 schools are expected to have a deficit balance in their combined general fund and special revenue fund accounts at the end of Fiscal Year 1992. Attachment "A" shows a list of the districts expected to have a deficit balance.

Districts in this situation have two very grim choices. Either they can cut their programs and raise class size to 40 or 50 students per teacher or close the school doors. Simply closing the schools doors may not be a viable solution if there are adjacent districts in the same condition or if a large district is in financial trouble.

Furthermore, many schools not on the attached list are in a precarious financial position. At the end of the 1989-1990 school year, there were sixteen districts that were operating at a deficit in their teacher and incidental operating funds. At the end of last year, the 1990-1991 school year, there were twenty-five districts operating with a total deficit in their two funds. In total, there were 244 districts that spent \$44 million dollars more than actual revenues. This figure is up from the previous year figure of \$37 million. So in a two year period, school districts spent \$81 million more than revenues and this time span does not include the current year with its \$75 million in withholdings. The districts which spent more than they took in did so by spending down account balances. In fact, there were 46 districts in the state that closed last year with less than a 2% balance which is less than one week's cash operating reserve. There were 104 districts which closed last year with two and a half week's cash operating reserve.

The state's educational problems extend beyond the present school district balance sheets. Because of inequalities in the Foundation program, the state is being sued over the present funding formula. Although case outcomes are still undecided the

potential exists for expensive financial consequences for the state.

While the Foundation program took the largest reduction, the Excellence in Education programs were completely devastated by cuts. The Tuition Reimbursement program and the Professional Development programs were completely eliminated by vetoes and withholdings. The Incentives Grants program was appropriated \$3.8 million but vetoes and withholdings on this program totaled \$3.5 million. In fact, the only program which remained intact was minimum salary on the career ladder program. While effects from the elimination of most of the Excellence programs will not be felt immediately, the cuts certainly eliminate the large educational returns once promised.

Another program which is showing severe strain is transportation for severely handicapped children to the state schools.

In Fiscal Year 1991, 88 percent of students (1,235) carried on 54 contracted bus routes had one-way ride times in excess of one hour. Of those students, 56 percent (696) students had route ride times of 60-90 minutes one way, and 44 percent (539) students had route ride times of 90 plus minutes one way. In Fiscal Year 1992, the department has been forced to target even longer student route ride times (120 minutes) in order to assure all students can be transported.

Although the Parents as Teacher program has been hailed as a model educational program, a large portion of the program is no longer funded. The early childhood initiative program was reduced

by \$2 million. The department has shutdown the parent involvement program for three and four year olds and kept the monies intact for the zero to two year olds and as screening for the zero to two year olds. Due to these cuts, there are gaps for parents of three and four year olds after they come out of the zero to two year old programs. In some local districts, there are now lengthy waiting lists for the program.

Last year the program screened 121,799 children and identified 39,500 developmental delays and 4,880 instances of advanced development. It also conducts group meetings and home visits to an estimated 53,177 families of children in the zero to two age group and conducted a parent education program for an estimated 55,113 families of children ages three to four years old.

The most significant effects of the increase in waiting lists and program eliminations will be felt when schools must start dealing with children whose development delays were not identified and treated at an early age. By not addressing these delays, children will be further behind once they start school.

As detailed above, these are the effects of the budget crisis on key state educational programs. While cuts to educational programs may provide temporary relief from financial problems, they contributed to a long-term financial malaise.

Department of Higher Education

Dr. Charles McClain, Commissioner of the Department of Higher Education testified before the committee on December 3, 1991.

The problems confronting higher education in Missouri, to some degree, is not unique. The actions taken by Missouri colleges and universities which are results of withholdings and vetoes over the last several years are the same as others around the nation. Some of these actions include: increasing student fees, reducing administrative overhead, increasing class sizes, and reducing the number of available core sections, eliminating some part-time and nontenured faculty, eliminating planned expenditures for equipment, library acquisitions and capital improvements, and reducing programming in selected areas. But simply knowing what actions are being taken elsewhere does not provide a solution for us, nor does it minimize or reduce the problems facing our students, our faculties and our institutions.

Capital improvements provide the most obvious evidence of the effects of budgetary cuts. While the capital improvements budget has not been dramatically affected by the withholdings this year, over \$4 million in appropriations were vetoed to help the state meet anticipated revenue projections. This left a total appropriation for capital improvements for all of our public four-year institutions of just over \$1.4 million.

Although Missouri's public four-year institutions were able to meet many of their capital improvement needs during the 70's and 80's with non-general revenue funds provided by the Federal

Revenue Sharing Trust and the Third State Building Fund, a major backlog of maintenance and repair needs has accumulated. The total backlog is presently estimated to be in the range of \$170 million, of which the Coordinating Board of Higher Education has stated \$40 million as being critical enough to deserve immediate funding.

The physical plant inventory at the institutions in the state in the public sector has an estimated replacement value of approximately \$2 billion. Engineering authorities would urge that an annual maintenance fund of 1 1/2 to 2 percent should be reserved annually for maintenance purposes. This would mean that about \$40 million per year should be dedicated to maintenance purposes. That \$40 million does not include the backlog which continues to grow.

A total of \$50.3 million has been withheld from the appropriations for the operations of our public institutions. To accommodate these withholdings, the institutions are increasing class sizes, reducing budgets for operations and equipment, leaving faculty, administrative and other positions vacant, cancelling subscriptions to periodicals and journals vital to academic disciplines, using reserves and nonrestricted endowments, and finally, increasing tuitions.

The two-year community colleges have had \$5.6 million in withholdings. They have experienced a steady increase in the number of students and a steady decrease in the value of reimbursement for credit hours, so that today we are distributing approximately \$10.00 less per hour. Stated another way; if the

community college appropriation for credit hour were the same today as it was in Fiscal Year 1989, the community colleges would receive an immediate increase of over \$14 million in state appropriation.

With both two and four-year institutions, the withholdings will not be immediately apparent. The effect of balancing the budget through larger class sizes or unfilled faculty positions, and a lack of scientific periodicals or using seed money, will have a long-term impact in terms of decreased ability to graduate well qualified and educated students. We may see academic planning driven by attrition instead of student academic needs and institutional priorities. Stated another way, we may witness tuition increases and across-the-board cuts which will increase the price and reduce the quality.

The student is not only facing continuous increases in tuition, but also a declining support through grants and scholarships from the state. The Missouri Student Grant program had \$815,750 withheld from distribution. The impact of this was that a total of 605 additional grants could have been awarded to students. In addition, the state appropriation for this program is matched in part by slightly over \$1 million from the federal/state Student Incentive Grant program. To continue receiving these federal funds, the state must maintain its effort, which means we maintain our last three year average; otherwise, we jeopardize the federal share.

The Academic Scholarship program provides funds to exceptional Missouri students enrolled in Missouri's institutions

who scored in the top 3% of all Missouri high school graduates on the ACT or SAT. There were 512 students who qualified, yet current funding is \$474,000 short to fulfill this program.

In addition, there are several statutory programs which remain totally unfunded. The Artistic Scholarship program would provide scholarships to ten students judged to have artistic talent. The Competitiveness Scholarship program would provide scholarships to students attending college on a part-time basis. The Higher Education Graduate Studies Scholarship program would provide scholarships and fellowships for the top graduate students who take the graduate record exam and score in the top three percent. The list continues.

However, if this were a short-term problem, those old solutions of raising tuition and cutting corners might be acceptable. But the state needs long-term solutions to the current long-term problems.

Department of Revenue

Mr. Raymond T. Wagner, Director of the Department of Revenue testified before the committee on December 3, 1991.

Quite possibly, more Missourians will deal with the Department of Revenue in any given year than any other state agency. Mr. Wagner indicated that each year the department: receives and processes payroll tax deductions from 120,000 employers; receives and processes 3.6 million income tax returns from 2.4 million taxpayers; collects sales taxes from 113,000 merchants; licenses and registers 4 million vehicles; tests and licenses about 1.3 million drivers.

In addition to its licensing and tax processing work, the Department of Revenue is responsible for the enforcement of the state's mandatory liability insurance and drunk driving statutes and of the state's tax laws. Also, the Department of Revenue annually collects and deposits nearly \$750 million in taxes on behalf of Missouri's political subdivisions.

The department consists of 6 major operating Divisions: Administration (administrative support); Informations Systems (computer systems); Taxation (tax collection, accounting, processing); Compliance (tax law enforcement); Motor Vehicles (licensure of drivers and registration of vehicles); Highway Reciprocity Commission (licensure of commercial vehicles). Nearly all of the Department's funding comes from one of two sources--the general revenue fund or the highway fund.

The Department of Revenue has shouldered its share of the

state's budget burden. For Fiscal Year 1992, the General Assembly recommended appropriations of nearly \$59 million (about \$30 million each general revenue and highway funds) and authorized about 1,900 FTE. The department sustained Governor's vetoes of \$886,000 (\$855,000 general revenue) from this level. The majority of vetoes (\$528,000) were taken from the Divisions of Taxation and Compliance. The Governor's vetoes deleted funding for more than 21 FTE. Department-wide, the vetoes represent about three percent of total general revenue funding recommended by the General Assembly. Appropriation withholdings imposed by the Governor have been much more severe. At the writing of this report, the Governor has announced plans to withhold about \$5.7 million of the department's \$58 million after veto appropriations. Of the total, \$4.3 million will be withheld from general revenue and \$1.4 million from highway funds. Governor's withholding will reduce the department's available general revenue funding by 15.6% and its highway funding by 4.7%.

How is the Department of Revenue managing these reductions? First, like most other agencies, the department has imposed a strict hiring freeze. In total, the department will not fill vacancies of about 128.5 FTE in FY 92. Second, pay raises will only be given in the event of probation or promotion, all overtime must first be approved by a supervisor in advance and voluntary furloughs will be offered. Finally, the department will limit expenses by delaying the implementation of costly legislation, delaying the purchase of new equipment, reducing employee travel, training and reimbursements for continuing professional education.

One can argue that the vetoes and withholdings faced by the Department of Revenue are no worse than those of any other state agency. However, because so many Missourians deal directly with the Department of Revenue, the impact of these reductions will probably be more noticed by the general population than will the budget cuts endured by other departments. In his testimony, Mr. Wagner quantified the effects these reductions will have on the citizens of the state.

Because they are support divisions, the public will see little impact from the funding cuts in Administration and Information Systems. One notable exception may be increases in delays or mistakes of mailings of critical tax or license renewal information to taxpayers.

The public impact of the Division of Taxations budget reductions will be much more noticable. First the division will limit its taxpayer assistance services for Fiscal Year 1992. Mr. Wagner indicated that the division completed returns for about 33,000 elderly and low-income citizens last year. These services will be cut in Fiscal Year 1992. In addition, the division has provided taxpayers with pre-addressed envelopes with tax return forms for the last two years. This is a nice service for the taxpayer and assists the department and the postal service in the handling of the returns. No envelopes will be provided in Fiscal Year 1992. In the past, the division has sought to accommodate taxpayers who owed the state money by developing repayment or partial payment programs. The divisions reduction in manpower will mean fewer arrangements will be made and those in effect will

not be monitored for compliance as closely as in the past. Finally, and most important, Missourians will probably note that income tax refund checks will be received later. Manpower reductions will increase return processing time and hence delay the issuance of refund checks. According to Mr. Wagner, the average turnaround time for income tax refunds was about six weeks last year. This will increase to nearly ten weeks in Fiscal Year 1992, especially for those returns received closer to April 15.

The public generally meets the Division of Compliance in an audit forum. Budget cuts will mean fewer auditors in the field being asked to work at a faster rate. In addition, audit supervisors are being asked to assume a larger share of normal workload, leaving less time for review of others work. Mr. Wagner points out that the results may include increased error rates and a reduction in follow-up meetings with audited individuals and firms. Also, budget cuts have forced the division to re-prioritize its audit scheduling. Specifically, the division will concentrate resources on follow-up audits of entities (primarily businesses) which the division has had significant findings. This could lead to a situation in which some businesses develop a resentment for the department because they are being picked on and may develop an undesirable casual attitude towards Missouri's tax laws among those being audited less frequently.

It is likely the public will note the impact of the department's budget reductions when dealing with the Division of Motor Vehicles. Because vacancies will be held open, branch offices will remain understaffed and citizens may face increases

of 20 to 30 minutes in the time necessary to obtain a drivers license or to register their automobile. Mr. Wagner reported that the reductions will increase the division's processing time on lender liens on automobiles by 25% and on motor vehicle registrations by 40%. Thus far in the fiscal year, response time to written inquiries has increased by 40%. Finally, Fiscal Year 1992 funding cuts now mean drivers' licenses are issued in 37 days as opposed to the historical average of 22 days.

The Department of Revenue's budget reductions, though severe, are reflective of the drastic actions needed to insure that the state's budget will remain in balance for the current fiscal year. However, because so many Missourians are required to deal with the department each year, it is likely that the cuts borne by the Department of Revenue will be more noticed by the public than the reductions of other agencies.

Office of Administration

The Office of Administration (OA) received an appropriation of approximately \$280 million for Fiscal Year 1992. Slightly more than \$3.5 million was vetoed and \$1.9 million was withheld. It appears that the amount withheld is much smaller than other departments; however, state retirement payments, state medical payments and social security payments are exempt from the governor's withholding and comprise approximately \$236 million. Below is a description of the items vetoed and withheld.

All divisions within OA took a five percent core cut, a five percent veto and a three to four percent withholding. Public Administrator's secretary reimbursements, the Access for Higher Education Program, and the Minority Disparity Study will not be funded during Fiscal Year 1992. One-third of the appropriations for the Regional Planning Commissions and Public Television was vetoed.

Legislation passed three years ago required the state to assume up to 50% of the cost of the deputy juvenile officers by picking up 5% the first year, 10% the second year and 15% the third year. Rather than going to 10% during Fiscal Year 1992, OA stayed at five percent and vetoed \$990,000 of the appropriation.

The appropriation to reimburse counties for housing state criminals was vetoed by \$1.7 million and will remain \$14 per day, rather than increasing to \$17 per day.

Per diem rates paid for the care of neglected and delinquent children and youth court-ordered into county facilities was to

have increased from \$10 to \$12, but the increase will not be made during this fiscal year. The dollar effect of this action was a \$306,000 reduction.

Payments to courts and lawyers for involuntary civil commitments, primarily for Mental Health clients, will be reduced by ten percent or \$87,000. Previously, these payments had been exempt from the governor's withholding, but due to the severity of the revenue shortfall this fiscal year, these appropriations could not be held harmless anymore. In addition to not being held harmless, OA informed counties that if they did not submit their bills on time they would not be paid. This policy resulted in OA rejecting payment of \$547,103 in bills submitted late.

There are three lawsuits pending that could have a major impact on the state. One suit over the state's foundation formula and whether the governor can withhold dollars from the formula could cost the state \$75 million. Another suit deals with the validity of the foundation formula. The third suit deals with the Pre-school Handicap program and whether the state is paying enough or if the state should have to pay the entire costs of the program.

Revenue growth estimates for Fiscal Year 1992 appear to be about 2.4% or slightly more than \$100 million. For Fiscal Year 1993, OA is estimating revenue growth to be in the range of four to six percent or \$160 to \$180 million. A firm projection of revenue growth for Fiscal Year 1993 will be released with the governor's executive budget.

Department of Agriculture

Although many individuals believe that the Department of Agriculture's mission has grown smaller, the fact is that it has grown much larger. When an individual picks up a knife, a fork, or a spoon, they become tied to agriculture because the business of agriculture is providing food and fiber to America. The regulatory functions of the Department assure the consumer that a gallon of gas is a gallon of gas. The department also runs programs which reduce the number of diseased livestock and long-term analysis programs of future agricultural trends. These are important functions for the state's number one industry.

The following paragraphs detail the Department of Agriculture's current situation in the present budget crisis.

After vetoes of \$457,913, the Fiscal Year 1992 budget totaled \$30,367,819. Of this total, \$20.8 million or 68% is from fees and federal funds. General revenue funds constitute 32% or \$9.6 million. To date over \$1,290,555 in general revenue funds have been withheld, leaving \$8,280,546 available for spending. As a consequence, the Department has less general revenue funding than it was appropriated in Fiscal Year 1986.

In regards to personnel, five positions were vetoed, and another 18.4 positions are being held open due to withholdings. Transfers from general revenue to fee funds of 3.25 positions have been made. Additionally, 11.75 positions were reduced from the Departments core budget prior to vetoes and withholdings. As a result, the Department is operating with 38 fewer general revenue

positions than it was appropriated just one year ago. These budget reductions translate into direct service cuts to all Missourians.

Although the regulatory divisions of the department are currently meeting statutory mandates for inspections and audits, they are in a very precarious positions and any number of events could jeopardize their ability to complete required work. For example, all 339 grain warehouses in the state must be audited at least once each year. Present staff is adequate to perform this function as long as there are no warehouse insolvencies which could require staffing for several months.

The Division of Plant Industries is no longer able to analyze both crop and forage seed on a regular basis. Forage analysis is now performed only as time permits. Because of a lack of staff, the division cannot complete all desired analysis to enforce compliance with the feed guarantees for product quality.

Because of staffing shortages, the Division of Animal Health is no longer performing brucellosis testing in its Springfield laboratory. All brucellosis testing must now be performed at the Jefferson City laboratory where the workload has become much heavier in recent years. In some cases, milk testing is not performed as expeditiously as possible.

Each year Missouri loses an estimated \$300 million as a result of livestock diseases and parasites. As a result, the Division of Animal Health is continually striving to eradicate economically damaging livestock diseases. Part of this effort is the placement of veterinarians across the state to detect disease

outbreaks and recommend treatment for these livestock. Due to withholdings, the division is short one veterinarian in the northern part of the state.

The Division of Market Development will reduce its planned domestic and international travel by 25%. This reduction translates into less exposure to potential buyers of Missouri products and affects future Missouri agriculture exports.

Unlike other departments, the budget cuts made to the Department of Agriculture's budget will be felt immediately. Many Missourians take for granted the benefits of the regulatory programs, especially the disease eradication programs.

Department of Natural Resources

Mr. Ron Kucera, Deputy Director for the Department of Natural Resources (DNR), testified before the committee on December 3, 1991 with an overview of the department. The various division directors then presented specific information regarding each division.

Mr. Kucera stated the even though you may see general revenue at a fixed level in an agency for a significant number of years, if you take into account the increase in the cost of operation on the expense and equipment side, and even modest increases in salary, like a two percent per year average, what you end up with over time is fewer and fewer employees to do the job.

The department has lost employees due to attrition. They have also lost general revenue positions due to the withholdings; but have shifted existing personnel over the fee funded positions. Another consideration when reducing general revenue dollars is with a reduction in the ratio of federal funds.

The budget for the department is about \$235 million for Fiscal Year 1992 and only eight and one-half million is general revenue. Almost all of the programs have some amount of general revenue and when cuts are made it results in a reduction in service. Reductions in expenses have been made throughout the department in the general revenue areas.

In addition to the reductions, legislation has been passed over the last three and four years which remain unfunded or underfunded. Some significant areas are in water resources

planning, which deals with the Missouri River flow and navigation on the Mississippi. This affects agriculture, water supply for agriculture, water supply for cities, drinking water testing, etc.

A geologic hazards bill was passed that dealt with earthquakes and other types of hazards. There is air toxics legislation, community right to know, and then three straight years when solid waste legislation was passed.

In every case, these programs are not funded up to the level in which the legislation was expected. In some cases, the programs are totally inoperative.

The fund trend for the Division of Environmental Quality (DEQ) is currently towards more other dedicated funds and away from general revenue. A comparison between general revenue vetoes and withholdings and expansion items show an increase in staff effort, but a loss in "state" only programs.

The expansions gave flexibility to shift individuals who may have been in the area which would be considered layoff or lost to new positions that had been appropriated out of either dedicated funds or federal sources. So DEQ has not had a net staffing reduction, but they have had a loss of program elements with general revenue support work not being completed.

Reductions have resulted in the loss of several programs. The first is the Amnesty Days program. This program was established to assist alternative sources of disposal for household hazardous waste other than landfills. Another is for contractor designed programs to limit liability for basic laboratory and environmental services.

A third is chemical testing of drinking water. If this would be stopped in its entirety, the public water supplies would be vulnerable to federal action for penalties for failure to perform. If the water dispenser, the city or private water company, doesn't do the test then they can ask the state to do it. If the state doesn't have the resources, it might end up in court with a desegregation type situation.

DEQ has not been able to take independent samples at federal cleanup sites because of withholdings. They have set aside enough of the drinking water testing contract funds to finish the initial volatile organic compounds monitoring required by federal law, but have withheld the rest because it was insufficient to meet the additional 1992 monitoring requirements by U.S. Environmental Protection Agency (EPA). This represented a withholding of \$313,874 of a \$350,000 appropriation.

The result of fewer landfill inspections in theory could have more contamination in the environment that will impact the ground water or the quality of the state of Missouri. The same situation exists with Super fund clean ups. Maybe nothing happens today, but in ten years, twenty years the health and safety of Missouri citizens could be affected.

Another situation exists. The majority of DEQ's financial support is by EPA and the industries regulated. Without general revenue independent support, it is difficult, at least from the public's eye, to sit there and say, "Who do you work for?" With the high amount of regulatory support that DEQ receives, the perception is very difficult.

The Division of Geology and Land Survey provides technical information to the DEQ. This division is directed to placing the proper perspective in geologic and hydrologic situations. What is the aquafer in that area? How does that aquafer behave? What are the surface conditions? What are the geologic hazards?

This information is important also to the general public. What kind of problems could there be if there is some kind of construction goes on? Maybe someone wants or needs a landfill or maybe an industry wants to expand. It is useful in casing programs with water well drillers in that it can identify ways to offer maximum protection to aquifers.

Mr. Bob Jackson, Director for the Division of Energy, stated that we import about 85% of our energy needs. Since the division is funded mainly from federal appropriations, withholdings do not have a great impact on any activity or safety related items. However, limited general revenue impacts this division in that it keeps them from being on the leading edge of some energy conservation ideas.

The Division of Parks, Recreation and Historic Preservation has three principal responsibilities. One is the operation and management of the state park system. The second is the Outdoor Recreation Assistance program which helps local communities with their parks and recreation needs. The last is the Historic Preservation program which carries out federally funded and federally enabled programs for historic preservation and the operation of state-owned historic sites. This division is funded mainly through the park sales tax.

Mr. Gary Heimericks, Director of Management Services, testified for the office of the director, legal counsel and the Division of Management Services. He stated that the expense and equipment probably has the largest impact. He is concerned that these agencies are not able to provide the necessary services because they are unable to upgrade items such as data processing equipment. And essential positions are remaining vacant due to withholdings.

The Department of Natural Resources does not have a lot of general revenue funding; however, the continuing limited dollars of general revenue it receives does impact the services it provides to the citizens of Missouri. The most significant impact is the health and safety of the environment.

Department of Economic Development

The Department of Economic Development (DED) appeared before the committee on December 3, 1991. Mr. Carl Koupal, Director, presented information in terms of the impact of vetoes and withholdings.

Of the entire state budget, less than one percent of the amount of general revenue goes to the DED. General revenue constitutes a little over one percent of the budget for the DED. There are some key areas that are general revenue funded and the impact in those areas are heightened because of their total reliance on general revenue.

The significant amounts and items vetoed by the Governor are as follows. In innovation centers there was \$250,000 vetoed from the appropriation. The \$524,000 for the Centers for Advanced Technology (CATS), of which there are three, St. Louis, Kansas City, and Rolla, was vetoed. The Arts Council funding was reduced by \$300,000. And Tourism advertising was vetoed by \$180,000.

Withholdings had a much larger impact. The first round of withholdings was approximately 12 percent and the second was three percent, for a total of roughly 15 percent withholding agency-wide. The major items affected by withholdings were discussed by Mr. Koupal.

The first was economic development advertising. There's been a total of about 21.5 percent that has been withheld, close to \$200,000. That has meant the elimination of advertising that the department has done in business publications from which leads are

generated.

The second item is the overseas offices in Korea, Germany, and Japan. They have taken withholdings of well over 15 percent. The four innovation centers in Columbia, Rolla, Kansas City, and St. Louis and the three centers for advanced technology have taken significant withholdings in addition to the vetoes.

Mr. Koupal stated that he believed that if there were additional core reductions, then one or two of the innovation centers would need to be eliminated. And that the CATS were to become self-sufficient by legislation in 1995 or 1996 but because of the withholdings this has made it much more difficult to accomplish.

Other items included in the withholding impacts are briefly discussed below.

Allocations for Art Council grants has been reduced by 15-20 percent. The effects are that some arts organizations have ceased to operate (e.g., Theatre Project Company of St. Louis and Tarkio's Mule Barn Theatre) and many have serious financial problems that may result in the organizations' failure or reduced artistic quality.

The Division of Tourism has placed over \$1 million in withholdings. This has eliminated advertising in domestic consumer magazines which include Midwest Living, Southern Living, Mature Outlook, Vacations, Friendly Exchange and Midwest Motorist. It also has eliminated the WGN advertising campaign. This will impact not only the Chicago area, but the entire United States because the WGN "super" cable station is aired throughout the

country.

Advertising production costs were cut by \$265,500. This results in no new footage or state-of-the art technology to produce new spots which impacts both TV and radio. Research has been cut by \$115,000. The "benchmark" study measures and defines the success of ads and provides the division with information which helps target the proper market segments. These are just a few of the effects withholdings has had and will have on tourism.

These were the major items affected by vetoes and/or withholdings discussed by Mr. Koupal. In addition to this were programs which were currently unfunded or underfunded.

The department is required to calculate the ratio of economic benefits to public costs for every project seeking assistance from the department to determine whether such assistance will be given. In addition, the department is required to produce an annual forecast of the Missouri economy for the following year. (HB 1564, Sections 620.600 to 620.607 RSMo).

The Productivity Institute was established to develop a program to encourage industries and businesses to evaluate and enhance productivity, to encourage the private sector to help establish long range goals to improve productivity and to upgrade the competitive position of private businesses. The institute was also to develop a program to improve the productivity of state government. (HB 1564, Sections 620.620 to 620.625 RSMo)

The export development office was established to work to expand the export of Missouri industrial, commercial or manufactured goods and services of small and medium-sized

businesses by providing information, technical assistance and other export trade assistance. The office was to work with the Missouri Economic Development, Export and Intrastructure Board to assist businesses with export-financing needs. (HB 378, Sections 620.170 to 620.174 RSMo)

Senate Bill 289 authorizes the creation of eighteen additional enterprise zones. It requires the department to draft necessary rules and regulations; ensures that the area to be designated meets the criteria established by the law; and to certify to the Department of Revenue that certain taxpayers within the zone are eligible to claim tax credits.

These were some of the results of vetoes, withholdings and unfunded on programs within the Department of Economic Development. Many of the agencies within the department are funded through fees, collected to regulate various professions. These agencies were not discussed during the hearing.

Department of Labor and Industrial Relations

Ms. Donna White, Director of the Department of Labor and Industrial Relations (LIR) appeared before the committee on November 19, 1991. In addition to Ms. White, the department's division directors were present for presentations concerning each division.

The Department of Labor and Industrial Relations is among the smallest departments in state government, in terms of general revenue funding. The Fiscal Year 1992 budget for LIR is about \$108 million, of which only \$2,184,547 is derive from general revenue. The current withholdings of \$166,107 represents about eight percent of the general revenue appropriations.

To accommodate these withholding requirements, personnel from the already small agencies have been reduced. The result of this is a decrease in services, delays in case processing, and an increase in backlogs. Ms. White stated that should further reductions become necessary, expenses have been cut to the point where she would have no other alternative but to cut personal services resulting in layoffs and an across the board salary reductions. She continued by saying that they were struggling to continue to function at a quality level.

The Commission on Labor and Industrial Relations has many cases currently pending. Cases that are appealed from the Division of Employment Security are backlogged by about 300 cases. They have a total of 664 cases pending. For Workers' Compensation, there are 75 cases that are backlogged. There's a

total case load pending of 286 workers' compensation cases, but fortunately, the commission is current on the prevailing wage appeals.

The commission has worked on several strategies to try to reduce the initial case loads. A workers' compensation office was opened in St. Charles to help reduce the approximately 28,000 pending files in the St. Louis area, and now it has the third largest number of files in the state. An automated docket system was investigated to reduce the incidents of setting cases that are not ready to be tried. The commission set certain "settlement days" to encourage people to have walk-in settlements without waiting for them to come up on a docket. However, many more cases are being litigated today than in the past. One factor that causes an increase in litigation is anytime there are economic problems, people try to get benefits. When a person is injured on a job, their medical expenses are paid by the employer. Whatever medical expenses are reasonably necessary, to remedy their particular ailment are available through workers' compensation, whereas under normal health insurance, there are some limits with the employee usually paying a portion of that. Hospitals know this situation and it results in higher medical costs which in turn drives up workers' compensation costs.

Mr. Tim Wilson, director, testified on issues regarding the Division of Labor Standards. The division has primarily five programs: prevailing wage, child labor, mine inspection, mine safety training, and on-sight consultations.

Problems facing this division are similar to others.

Presently there is one child labor representative to be responsible for investigations of all child labor complaints for the whole state. The on-sight program has a two year backlog, which represents approximately 371 cases. As stated before, prevailing wage determinations are up to date.

The on-sight program backlog presents a precarious situation. The goal and purpose of it is to provide employers an opportunity to correct problems that they may not be aware of, and once remedied, avoidance of some serious OSHA fines and penalties. Inspections also help reduce hazards and accidents, if acted upon, which in turn reduces workers' compensation claims.

Mr. Al Plummer is the Executive Director of the Missouri Commission on Human Rights. He stated that over the last four years complaints received have increased by about 40 percent. He added that 44 percent of their statutory responsible workload has not be funded. Another possibility exists of having to reduce staff.

Reducing staff has a direct correlation on potential federal receipts. The loss of one Human Rights Officer could reduce production by at least 50 cases per year. Federal dollars associated with those 50 cases is about \$22,500. So, for every officer the division loses on the general revenue side, they also lose at least the dollars for that position on the federal side.

The State Board of Mediation is currently staffed by two people. Ms. Mary Gant said that over the past five years, their budget has been cut 27 percent. She states that the board is a safety value, in that it gives the public employees an opportunity

to think, rightfully or wrongfully so, that they have some recourse, third party, to talk to, that can intercede on their behalf. The board deals with wages, hours, and conditions of employment; serious issues with limited staff and resources.

Finally, Mr. Richard Powell discussed the issues with the Governor's Committee on Employment of People with Disabilities. The most eye opening item is the provisions of the Americans with Disabilities Act. The act affects many people and businesses throughout the state and specifically the state owned buildings and properties. This includes not only older facilities but also new ones. For example, the new building that the Department of Labor moved into just two years ago, the bathrooms do not completely meet the standards. The entrance to the building does not meet standards. None of the Truman Building inside doors meet the pull weight specifications for people with disabilities. And, only two exterior doors are available. This specific act will eventually cost the state one way or another.

The Department of Labor and Industrial Relations although small in terms of general revenue handles a large amount of responsibilities in terms of safe and fair employment. The limited resources have also affected this area of state government.

Department of Highway and Transportation

The report on the effects of the budget crisis/unfunded needs in the Highway and Transportation Department are divided into two separate areas, highway related programs and alternative transportation mode programs.

Unfunded ten year road and bridge needs for the period 1990-2000 are estimated to be \$5.5 billion in 1990 dollars and provide for:

- a. 1,297 miles of capacity and system development improvements,
- b. Replacement, rehabilitation or strengthening nearly 1400 normal bridges,
- c. Constructing, redecking, widening or otherwise rehabilitating 11 major bridges,
- d. Replacement of 150± miles of interstate pavement.
- e. 2,000± miles of high type resurfacing,
- f. 15,000± miles of low type resurfacing,
- g. \$10 million annually to respond to imminent economic development and tourism, and
- h. \$20 million annually to respond to unidentified problems and projects relating to capacity, joint participation, intersection improvements, interchange revisions, flooding, safety, etc.

When compared to previous studies in 1986, it was revealed that travel has increased at a much faster rate than previously

anticipated. In fact, travel has increased as much in the last three years as in the previous eight. Over 40 percent of the 38 percent growth built into the 1986 study has already occurred. Some interstate sections in Columbia, Kansas City and St. Louis have experienced traffic increases of 50 percent in the last three years. During these same three years, interstate truck travel increased at twice the rate of interstate auto travel.

The above list of needs represents the most critical capacity, condition and safety needs in the ten year study period. It does not include major corridor improvements solely for the purpose of economic development and may not represent all projects that could otherwise be considered as a need.

Due to the small size of the transportation programs, the budget crisis has severely curtailed many of its programs. In fact, the Transportation section has taken a 19.0 percent cut in funding.

The Missouri Elderly and Handicapped Transportation Assistance program had a 14.82% reduction in its funding. This cut along with inflation and significant cuts in transportation funding in the mental health area reduced Fiscal Year 1992 trips by 781,756.

The appropriation for the Amtrak obligation received a 26.59% budget cut. For Amtrak service to continue in Missouri, the state must fulfill the terms of the federal contract. Failure to underwrite Amtrak costs would result in the a discontinuation of service in Missouri. Additionally, there were no funds appropriated for station maintenance and repair in Fiscal Year

1992.

Due to the 27.16% cut in the general revenue appropriations for the Aviation program, the state will be unable to provide matching funds to draw down \$1.2 million in federal funds. Funds for this program are distributed for capital improvements to crumbling local airports.

Although over 300 jobs have been created by port authority development, this program received a 14.19% cut in appropriations. This reduction severely restricts the effects for the ports to promote economic development of the local region.

These are the transportation needs of today. As the state continues to grow, so will the transportation modes. As stated by many transportation experts, a strong transportation infrastructure is critical to the economic development of the state and the nation.

Department of Public Safety

The Department of Public Safety is made up of the following divisions and the effect of the budget crisis on each division will be detailed in this report.

1. Office of the Director
2. State Highway Patrol
3. State Water Patrol
4. Liquor Control
5. Fire Safety
6. Highway Safety
7. Adjutant General
8. State Emergency Management Agency
9. Missouri Veterans Commission

Despite the small amount of funding which the Department of Public Safety receives, this department's divisions have a greater impact on the day-to-day lives of Missourians than any other department. In fact, the department's budget amounts to less than two percent of the state's entire budget, and less than one percent of the state's general revenue. This is clearly illustrated by attachment "B" which shows the various state department's percent of general revenue expenditures in Fiscal Year 1992. The department's present financial condition is illustrated on attachment "C" which summarizes each division's Fiscal Year 1992 vetoes and withholdings. This attachment illustrates the 20% reduction from the Fiscal Year 1992 Truly Agreed to and Finally Passed appropriations bill. Attachment "D"

details the vetoes and withholdings by bill section for each division. Detailed on attachment "E" are the vacancies due to the current withholdings. The following table summarizes the percent reduction for each division's general revenue operating funds.

Office of the Director	17.9%
State Highway Patrol	25.5%
State Water Patrol	17.0%
Liquor Control	13.8%
Fire Safety	17.8%
Highway Safety	0.00%
Adjutant General	13.2%
State Emergency Management Agency	28.6%
Missouri Veterans Commission	17.9%

It is important to remember that these reductions are in addition to the \$1.25 million in core reductions.

The director's office has experienced a dramatic reduction in two of its key general revenue programs. The Regional Crime Lab program which provides financial assistance to the four regional crime labs has seen a 61% budget reduction. These regional crime labs provide timely and accurate forensic analysis to local city and county law enforcement agencies. Since local law enforcement provide the bulk of work for these labs, the labs have no choice but to increase cost due to decreased state support. This is a direct cost increase to the counties and their citizenry.

The Witness Protection program has also been virtually eliminated. This program has been reduced from the small appropriation of \$33,500 to \$10,000, a 70% reduction. Over the

years, many witnesses who might not have testified have benefited from the protection provided by this program.

Currently, the Highway Patrol is 40 road troopers below a full complement. Due to these vacancies, several areas of the state do not have troopers on duty 24 hours a day. In addition, trooper response times are easily a half hour or more in some counties. Immediate relief cannot take place because, it takes a year for a class of 20 recruits to become troopers. This means that even if a class starts tomorrow, it will be one year before the public has some form of increased protection. It will be a total of two years before the Patrol could be back to full strength.

In addition, to the reduction in troopers, many support services have also been curtailed. The Patrol has seen a \$481,248 reduction in its expense and equipment budget. Equipment cuts affect the replacement of critical equipment such as; scanners, radio repair parts, chemical reagents for the crime lab, etc. Expense cuts increase standing patrols and curtail roving patrols.

Other areas of the Patrol which have been affected are the driver licensing examining stations. Personnel reductions have lengthened service times.

Weight stations have also reduced the number of operational hours. Many weight stations do not operate twenty-four hours a day and do not operate on weekends. The reduction in the operation impacts two different areas. Because fines generated by the weight station goes to local school districts, education is effected by the reduced hours and the corresponding reduction in

fine collections. The reduced amount of overweight enforcement encourages greater abuse of the state highway system. This is another example of how short-term reductions increase long-term costs.

Reductions in the Water Patrol's budget have been particularly painful given their extreme underfunded position before the recent vetoes and withholdings. Due to these cuts the Water Patrol was forced to layoff five highly trained patrolmen during the height of the boating season. In fact, the Water Patrol has stated that Fiscal Year 1991 is the busiest year on record. It is interesting to note there are the same number of patrolmen stationed in Branson today as there were fifteen years ago. Given the growth in each of these areas, it is a simple fact that the present number of water patrolmen cannot keep up with the traffic congestion and requests for service at Branson and Lake of the Ozarks.

The Water Patrol must also contend with a 20 year-old piece-meal microwave communication system, old undersized boats and motors, and an inadequate number of vehicles to haul boats and transport individuals. Many patrolmen must use their own vehicles in the course of their state duties.

Presently, there are 20 counties and some 1500 licensees that do not have liquor control agents. These areas are totally uncovered. There is no one to enforce sales to minors or help in obtaining liquor licenses. In fact, in one area of the state, one agent is covering ten counties. Normal coverage area for an agent is three to four counties. Because of the reduction in

enforcement officers, the liquor application process has increased by at least ten days.

In actual numbers, there are seven less enforcement agents which comprises 15% percent of the total force. In addition to reductions in enforcement agents, the auditing work force has been reduced by one auditor, a 25% reduction. These auditors enforce the \$24 million in excise taxes which come into the state. Reductions in travel expense funds for auditors has cut in half the number of audits. An even greater concern is that these auditors have been revenue generating positions for the state. One recent audit generated an additional \$125,000 in unpaid excise taxes.

Other functions which Liquor Control has ceased to perform include the distribution of law books to licensees and the retailer ID training seminar. This seminar contributed to the reduction in the number of sales of minor problems and eased the workload on enforcement agents.

Fire Safety is another division which has been hard hit by budget reductions. The Boiler program which inspected the boilers of schools, churches, nursing homes, day cares, and other community gathering places has been discontinued. Unless these locations have an insured boiler by an insurance company, a very dangerous safety problem is being created which could be avoided.

The Rural Fire-fighting Training program has been reduced by over 40%. These training funds are desperately needed to train volunteer rural fire-fighters.

General revenue cuts in the Adjutant General's budget reap an

additional budget reduction for the state. Because a large number of the programs in this budget have federal matching funds, the state has lost over \$420,000 in federal funds. Part of this loss included five building maintenance men. The lack of maintenance and repair on these buildings will be reflected in additional capital improvement requests. The Adjutant General has lost \$347,165 in general revenue expense and equipment funds for the upkeep of buildings and programs. This reduction in general revenue generated a \$281,841 reduction in federal funds.

The fuel and utility budget threatens to sink into the red every year. Depending on the severity of the upcoming winter the Guard projects a deficit in this program of \$120,000 in Fiscal Year 1992.

This agency currently has three vacancies in its training technician and planner positions. These individuals assist local communities in developing plans dealing with disaster's at a local level. The potential benefits derived from these plans in terms of lives and dollars are unmeasurable.

Another critical area which has been cut is funding for the Earthquake Center at Southeast Missouri State University. This center provided critical information, studies, and workshops on mitigating the effects of an earthquake. Once again the potential for lives and dollars saved are unmeasurable.

Since the vast majority of Highway Safety's funding comes from the federal government, it has not been affected by the budget crisis.

The Veterans Commission may escape the effects of general

revenue cuts by totally depleting their Home Fund reserve. The Home Fund would pick up over \$900,000 in general revenue cuts. Normally, the commission tries to maintain a five to seven percent operating reserve to handle unexpected repair bills or increased fuel and utility costs. This would make the commission totally dependent on general revenue for any emergency items in the next fiscal year.

These critical programs touch every person in the state. Most individuals take these services for granted. However, as shown above, critical services cannot be provided without a price. In most of these instances, the short-term savings generated by not providing service does not pay for the long-term costs.

Department of Corrections

The Department of Corrections (DOC) has several areas which the recent budget crisis has severely effected. Below, is a list of areas which will be explored in greater detail. This is by no means an exhaustive list, however it outlines some of the most critical problem areas.

1. Department-wide staffing,
2. Institutional maintenance and repair, and
3. Probation and parole caseloads.

It is important to remember that prisons are mini-communities. All services present in a community such as food, transportation, medical services, housing, fire protection, and public safety are also provided in a prison setting. Therefore, just as communities must maintain essential services, the DOC must continue its essential services if public safety is to be maintained. Continued maintenance of essential services has become increasingly difficult for the DOC. Many departments speak of the recent budget crisis, however, the DOC has always experienced the effects of severe underfunding. Attachment "F" includes a summary of the Fiscal Year 1992 budget reductions and a budget reduction impact list. Attachment "G" shows the analysis of core cuts, vetoes and withholdings.

Although much attention is paid to the physical plant, it is a simple fact that institutions do not run without experienced individuals. Currently, the DOC has been forced to leave over 300 positions unfilled. Attachment "H" shows the list of the

positions and place where the vacancy is occurring. As a result of these vacancies, remaining staff either doubles its existing workloads or discontinues, if possible, that line of work. Either course of action has negative effects. Simply increasing the workload spreads workers thin and diminishes the quality of work. Increased workload is particularly damaging to the DOC because its lack of computerization significantly decreases the productivity of the staff. Additionally, it decreases the standards of professionalism which the DOC has been steadily working toward. Although professionalism is not quantifiable, it definitively has an impact on the future.

Discontinuing work is equally devastating on the DOC. Many individuals perform data-gathering functions which provide critical information to management. A lack of quality information starts a vicious cycle. Because of the lack of timely and accurate information for decision making, management comes under increasing criticism for making untimely or uninformed decisions.

Among the "theoretical" effects of the ongoing budget crisis are some very real short-term issues with which the state must come to grips. One result of the personal service vacancy issue is the compensatory time issue. Presently, there is over 250,000 hours of accumulated compensatory time for correctional officers. The correctional officer union has recently filed a lawsuit which would force the DOC to pay off accumulated compensatory time. At a \$9.00 per hour average, this would amount to approximately \$2.1 million. If the court rules in favor of the union, it would not only cost the state \$2.1 million but would also require the hiring

of additional guards to keep the compensatory time off the books.

Another situation which arises as a result of vacancies is individuals working out of class. One such area (although there are many) is in locksmiths. Because a prison cannot operate with broken or non-functioning locks, someone will have to fix the lock if the prison is to remain a prison. Frequently a correctional officer will take over the functions of a locksmith. Because correctional officers are asked to fill in for other classes as well (cooks, caseworkers, etc.), they are taken away from their regular post. This situation increases the likelihood of compensatory time accumulation, especially when you consider the number of vacant correctional officer positions needed to meet the department's withholdings.

There are two strong arguments for maintenance and repair in Missouri prisons. First, is the age of existing institutions. Second, is the cost of new equipment or the cost of a brand-new institution. Below is the age of each prison institution.

<u>Institution</u>	<u>Year Constructed</u>	<u>Age</u>
Algoa Correctional Center	1932	60
Boonville Correctional Center	1889	103
Central Missouri Correctional Center	1940	52
Chillicothe Correctional Center	1896	96
Farmington Correctional Center	1888	104
Ka Cee Honor Center	1920	72
Missouri Eastern Correctional Center	1981	11
Missouri State Penitentiary	1832	160

Missouri Correctional Center	1963	29
Ozark Correctional Center	1951	41
Potosi Correctional Center	1986	6
Renz Correctional Center	1937	55
St. Mary's Honor Center	1946	46
Tipton Correctional Center	1913	79
Western Missouri Correctional Center	1987	5
Fulton Reception & Diagnostic Center	1986	6
	Average age	57

This concept is further re-enforced in the table below which illustrates the Fiscal Year 1991, Fiscal Year 1992, and Fiscal Year 1993 unfunded maintenance and repair projects and new construction requirements.

<u>Fiscal Year</u>	<u>Maintenance & Repair</u>	<u>New Construction</u>
1991	\$29,223,810	\$33,466,992
1992	\$21,119,998	\$33,765,185
1993	\$17,149,775	\$38,170,079

For the past two fiscal years, the department has been unable to purchase major equipment items because the \$500,000 appropriation for these items has been placed in withholding. While on the surface this may seem to be a large amount, when divided by 16 institutions the amount per institution becomes rather small.

Because of a lack of these funds, the DOC has virtually

ceased to perform preventive maintenance. In fact, the DOC is in non-compliance on deep well operation regulations and recommended maintenance on steam boiler systems. These short-term decisions costs the taxpayers in the long run. In the past two years, the DOC has been doing a major reduction in inventories by replacing critical items one at a time. In previous years, many of these items were purchased in bulk at a lower cost per unit.

If these situations were not critical enough, there is the continual problem of roofing and tuck-pointing for many of the DOC's buildings and the continued problems in complying with the Department of Natural Resources' lagoon regulations.

DOC officials relate an unusual situation in which the lack of major equipment replacement dollars has placed the Department in a difficult position with the Department of Natural Resources and the federal government. The issue in this circumstance was a fine regarding pollutants in a transformer. Because of state and federal regulations/fines, it was more cost-effective in the short-term for the department to pay a fine for non-compliance than it was to take the correct action and fix the problem.

The DOC has taken many different steps to manage their prison population. By improving the assessment process, the DOC has shifted many individuals to probation and parole functions such as honor centers, house arrest, community sentencing, drug treatment centers, intensive supervision, and shock incarceration. Indeed, these programs have resulted in a significant cost savings to the state by offering the state or the court an alternative to the traditional prison setting. However, when funding and

staffing for these programs are cut, the effect on public safety is the same as tearing down a large section of a prison wall.

The effect on public safety in regard to probation and parole funding was made the clearest when related to the individual who performed the massacres in Milwaukee. The probation and parole officer assigned to this individual had not performed home visits because of the large caseload and the lack of travel funds. Wisconsin's inability to adequately fund its probation and parole staff directly contributed to the continuance of the individual's crimes. Continued budget cuts could place Missouri's probation and parole officers in similar circumstances. Attachment "J" shows the Fiscal Year 1992 number of inmates in each of these programs and the staff level. Also, included is the number of staff which have been cut from each program. Attachment "K" illustrates the year ending case load for probation and parole officers for the past four years.

Although statistics can tell part of the story, the most striking example of the depth of the DOC's needs can best be found out in the prison institutions and field probation and parole offices. The effects of the budget crisis can truly show how it has taken its toll.

Department of Mental Health

The Department of Mental Health received an appropriation after veto of \$448 million, of which, \$385 million was general revenue. The department sustained an \$8.2 million general revenue core cut during the Fiscal Year 1992 budget process. In addition to the core cut, the department initially had been required to withhold \$27 million and forego the use of another \$3.5 million; further, because the state is being required to pay another \$71.4 million in desegregation costs in Kansas City, the department was required to come up with another \$6.4 million in offsets or withholdings.

If you add the core cut, vetoes, withholdings and other offsets the total is more than \$46 million or nearly 12% of Mental Health's entire general revenue budget. This is a material amount to have taken from the mental health budget and as a result of these cuts and spending reduction plans, some significant changes have taken place in a very short period of time. Below is a brief description, by division, of the amounts Mental Health estimates it would need to meet the current needs of the state. The Department of Mental Health estimates their total current need to be approximately \$100 million more in their core budget.

The Division of Alcohol and Drug Abuse has lost 29 residential treatment beds and has had to reduce eight outpatient programs by 50% as a result of the governor's withholdings. A total of \$1.6 million or approximately 9% of the total general revenue appropriated was withheld at the beginning of Fiscal Year

1992.

Another \$224,922 must be withheld due to the Kansas City Desegregation decision. This withholding will cut funding for services to 400 family members struggling to cope with addiction in their families. Specific programs to be reduced are Checkmate in Springfield; Southeast Community Treatment Center in Farmington; Comprehensive Mental Health Center in Independence; and Bridgeway Counseling Services in St. Louis.

There are approximately 1,631 persons waiting to be served, 1,102 males and 424 females. The estimated cost to serve clients on these waiting lists is nearly \$4 million per year.

The Division of Comprehensive Psychiatric Services has had to lay off approximately 214 employees to comply with \$14.1 million in withholdings and other actions. This amounts to 7.6% of the total general revenue available to the division for Fiscal Year 1992. Below is an illustration of where these reductions were taken.

<u>Item</u>	<u>Amount</u>	<u>Positions Affected</u>
State Hospitals	\$7,145,633	403
State Mental Health Centers	788,153	33
Youth Programs	654,521	13
Community Placement	701,679	
Forensic Evaluation/Aftercare	267,895	7
Purchase of Service	1,190,142	
Capital Improvements	400,000	
Fed Earnings Returned to State GR	2,465,610	

Sale of Land at Fulton State Hospital	<u>504,000</u>	
Total	\$14,117,633	456*

*214 of these positions will result in actual layoffs. The remainder are currently unfilled, or will be absorbed through attrition.

Another \$2.8 million must be withheld as a result of the Kansas City Desegregation decision. This additional withholding will cut residential services for 14 severely emotionally disturbed children and youth; eliminate outpatient counseling and follow-up for 509 people, probably resulting in an increase in more expensive inpatient psychiatric care; delays placement of 25 St. Joseph State Hospital patients into community settings; and eliminates 134 staff positions in state psychiatric facilities, many of which were direct care staff, reducing quality of care.

The nature of mental illness precludes the division from keeping a waiting list of those who need services. There are an estimated 37,500 people suffering from severe and disabling mental illness in Missouri; the Department of Mental Health currently serves about 20,000 of them. The services needed by this population, but underfunded, include case management, vocational training, housing and crisis stabilization. The division estimates it would need approximately \$56 million a year more to serve a substantial portion of the persons who are severely and persistently mentally ill.

The Division of Mentally Retarded/Developmentally Disabled has had to lay off nearly 335 employees due to governor

withholdings and other actions taken at the beginning of Fiscal Year 1992. Approximately \$13.3 million or 8.5% of the division's appropriation will not be available to spend seriously impacting their ability to serve mentally retarded/developmentally disabled persons. Below is an illustration of where these reductions were taken.

<u>Item</u>	<u>Amount</u>	<u>Positions Affected</u>
Habilitation Centers	\$10,118,501	465
Regional Centers	406,835	24
Community Residential & Day Svcs	1,075,677	
Transportation	1,000,000	
Capital Improvements	159,900	
Fed Earnings Returned to State GR	<u>600,000</u>	
Total	\$13,360,913	489*

*335 of these positions will result in actual layoffs. The remainder are currently unfilled, or will be absorbed through attrition.

Another \$3 million must be withheld as a result of the Kansas City Desegregation decision. Services for 117 developmentally disabled children will be eliminated, which is likely to result in more severe disabilities in later life. Funding for group home and supportive housing services for 58 clients on the division's critical needs waiting list will not be available. The division's regional centers will lose 26 staff positions impeding their ability to respond to individual and family requests for services.

The Division of Mental Retardation/Developmental Disabilities has approximately 1,539 persons on waiting lists for residential services. Another 2,049 persons are on waiting lists for outpatient or day treatment services. According to the division, about \$40 million more per year would enable them to significantly reduce their waiting list.

Department of Health

The Department of Health received an appropriation after veto of \$166 million, of which, \$39.8 million was general revenue. The department sustained \$1.8 million in vetoes and was required initially to withhold \$4.5 million. Another \$1 million was required to be withheld due to the additional Kansas City desegregation ruling.

If you add the Fiscal Year 1992 core cut of approximately \$1.4 million, the \$1.8 million vetoed and the \$5.5 million you get \$8.8 million. This is a material amount comprising nearly 22% of the total general revenue appropriated to the Department of Health. Programs are strained throughout the department, with impact felt around the state. Subsidies to local health departments were cut, testing of public water supplies has been reduced and dozens of workers have been laid off. Vetoes and withholdings of this magnitude significantly affect the ability of the Department of Health to serve the public. Below are several specific examples of services that have had to be cut back or eliminated due to the current budget morass.

The Office of Minority Health was appropriated dollars to hire a planner and a health program representative, one for St. Louis and one for Kansas City. These positions will not be filled which will prevent minority populations from receiving adequate preventive and medical interventions necessary to improve their health status.

Missouri Health Facilities Review Committee will reduce the

number of meetings from ten to six, reducing the ability of the committee's staff to analyze controversial projects such as mobile cardiac catheterization units. Meetings will not be conducted outside Jefferson City during Fiscal Year 1992. Eliminating two professional positions will preclude staff from investigating entities that do not implement their projects according to the Certificate of Need issued.

The Division of Environmental Health and Epidemiology will reduce radioactive material inspections, not perform special epidemiologic investigations for sexually transmitted diseases and tuberculosis, eliminate requested community vector control surveys for the tiger mosquito, reduce the number of buildings being inspected for asbestos, be unable to work to improve immunization levels of toddlers and reduce funding for AIDS.

Housing support for 40 persons with AIDS will be eliminated. Case management services for persons HIV positive or with AIDS will be reduced by 12% eliminating early disease intervention services to all but the most seriously ill clients. Prisoner testing for HIV will be discontinued eliminating 17,000 HIV tests for prisoners.

State laboratory services will do 30,000 fewer tests of public water supplies. Also, the repair of radiological health testing equipment will be postponed resulting in the loss of testing for radiation contamination and an inability to monitor hazardous waste sites.

The Division of Maternal, Child and Family Health will eliminate dental sealants for 400 children. Four community health

nurse positions will remain vacant affecting case management services to approximately 1,200 children and youth. Also, ultrasound and transportation services for approximately 235 pregnant women and infants will be halted.

At least 718 children and youth will be denied special health care needs assistance. This includes children with handicapping and chronic conditions such as arthritis, cystic fibrosis, hemophilia, cleft lip/palate, cardiac conditions, spina bifida, burns, etc.

The Division of Health Resources cut \$51,326 or 34% of state funding for the statewide Poison Control Center. Without public access to a poison control hotline the majority of poison-exposed patients would seek medical care in hospital emergency rooms or other outpatient settings incurring unnecessary medical expense, since most exposures to poisons are benign.

A reduction in funding for the Division of Chronic Disease Prevention and Health Promotion could result in a loss of federal funding for mammography and cervical cancer screenings. The division has recently applied for a federal grant to provide mammography and cervical cancer screening. To receive the grant, an in-kind match of state general revenue is required; therefore, any reduction in available general revenue would reduce the amount available for match, thus reducing the size of the federal grant.

The Division of Injury Prevention, Head Injury Rehabilitation and Local Health Services will lose professional nursing and sanitarian staff. Primary care services in four to six underserved counties will not be established due to the

withholding of the multi-county nurse practitioner grants. The lack of sanitarians will result in fewer inspections at the Lake of the Ozarks, day care centers, lodging facilities and sewage treatment plants.

Cooperative Agreements with Local Health Agencies provides funding to local health departments. Funding for 112 local health departments will be decreased by 11.5% and will adversely impact the most basic of public health services such as, disease control, immunizations, care for the aged, children and pregnant mothers and environmental services.

The Missouri Rehabilitation Center, located in Mount Vernon, will lay off 28.5 full-time equivalent staff. As a result of layoffs and demand for services, the Special Head Injury Unit will only be able to care for four clients and others needing services will have to be placed on a waiting list. Medicare surveyors stated during an exit conference that the center's nursing staff was minimal; subsequently, additional staff have been laid off possibly endangering Medicare certification.

Department of Social Services

Mr. Gary Stangler, Director of the Missouri Department of Social Services (DSS) appeared before the committee on November 19, 1991. Mr. Stangler was accompanied by his Executive Deputy Director, Mr. Steve Renne. In addition, the department's division directors were available to present information and respond to specific questions raised by the committee.

The Department of Social Services is one of the largest agencies of Missouri state government. The services it provides are varied, but share the common goal of assisting those who are vulnerable--possibly due to economic conditions, age or the lack of a nurturing family environment. The department is responsible for the state's Medicaid program which provides medical and long-term care for the poor and elderly, for protective and treatment services for children who have been abused or neglected or who are delinquent and for a variety of programs geared toward assisting less fortunate families or the elderly to maintain a tolerable standard of living and(or) an independent lifestyle. The department is comprised of six major units: the Division of Family Services; the Division of Medical Services; the Division of Aging; the Division Youth Services; the Division of Child Support Enforcement; support divisions (including the Director's Office, Budget and Finance, Data Processing, General Services and Legal Services.)

For Fiscal Year 1992, the General Assembly appropriated \$2.2 billion to the department. The sources of funds appropriated

include \$645 million GR, \$1.3 billion federal funds and about \$160 million in funds generated by donations from hospitals. The General Assembly authorized funding for nearly 7,900 FTE. The majority of the department's federal funds are received through matching fund agreements with the federal government through the Aid to Families With Dependent Children (AFDC) and Medicaid programs. The donated funds component of the DSS budget was new in Fiscal Year 1992. The funds arise through a joint effort between the department and Missouri public and private hospitals whereby hospitals donate(*sic*) funds to the state. A portion of the donated money is used as state match for payments for hospital uncompensated care through the state's Medicaid program and the remainder is used to offset the need to use state general revenue to meet other Medicaid expenditures. At the time of this writing, the state is working to expand the program to Medicaid nursing homes. The Donated Funds program will result in revenues to the state of about \$130 million from hospitals and \$55 million from nursing homes. In addition, efforts to enhance the state's recovery of federal Medicaid matching funds should yield about \$70 million in Fiscal Year 1992. Changes in federal regulation will make the use of donated funds illegal in the future. It appears, however, that the state may opt to maintain this significant revenue source by imposing a tax of some sort on certain health care providers. Because this issue is only now emerging it is too early to predict the executive and legislative response to the loss of donated funds.

DSS is a primary user of state general revenue, however,

about 75% of the general revenue appropriated to the department is exempt from Governor's reserve and withholding. AFDC and Medicaid, the department's largest programs are entitlement programs, meaning that if a person meets the program's eligibility requirements, he(she) is entitled to receive the benefits of the program, irrespective of available funding. That is, the state does not have the option of denying program participation because of insufficient funding. For this reason, appropriations for DSS entitlement programs are not subject to Governor's withholding. The Governor can (and regularly does) veto funds appropriated to entitlement programs.

Ironically, DSS's entitlement programs exacerbate the state's poor financial condition, thus fueling the need or severe veto and withholding actions. As the economy enters recession, state revenues fall. At the same time, the recession tends to make unemployment rise and family incomes fall, making more persons eligible for DSS entitlement programs (AFDC and Medicaid, for example). As caseload growth accelerates, the state must devote additional resources to meet the program needs. Mr. Stangler presented the charts, attachment "L" to the Committee to illustrate the dramatic increases in DSS entitlement program case loads in recent years.

For Fiscal Year 1992, the Department of Social Services sustained vetoes of \$25 million and 84 FTE. Of the vetoed amount, \$13.5 million was general revenue, \$10.5 million was federal funds. The federal funds vetoes represent matching funds lost due to general revenue vetoes. The Governor has required DSS to

withhold \$23.5 million of its general revenue appropriations. Of the total general revenue withholding, \$10.2 million will actually result in service reductions. The remaining \$13.3 million will be offset by various Medicaid cost savings, enhanced federal reimbursements, etc. In general, the DSS response to vetoes and withholdings is similar to that of other agencies. Non-essential purchases have been delayed, many FTE vacancies will remain unfilled, important programs have been scaled back and the implementation of new or enhanced programs has been cancelled or at least delayed. A discussion, by division, of the impact of Governor's vetoes and withholdings follows.

The Director of the Division of Family Services (DFS), Ms. Carmen Schulze, testified before the committee on the impact to the agency and its clients of the Governor's vetoes and withholdings. The Division of Family Services (DFS) is responsible for the operation of income maintenance (welfare cash assistance) and protective services for children (protection and treatment for abused and neglected kids.) For Fiscal Year 1992, DFS sustained vetoes of \$6.9 million (\$5.3 million general revenue, \$1.6 million federal funds.) These vetoes will have a significant impact on those who rely on DFS services. The Governor vetoed nearly \$1.25 million for 65 staff assigned to the offices DFS maintains (by law) in each of the state's 115 counties. The employees process applications for public (Income and Maintenance) and manage protective services for children (Children Services.) This will force longer delays in county offices for those applying for public assistance (AFDC, Medicaid, General Relief, Heating

Assistance) and will require remaining caseworkers to assume ever growing case loads. Even before this action, the Income Maintenance Section was staffed at about 69% of need. The veto may result in delays in the investigation of child abuse and neglect reports and will increase the number of child welfare cases each social service worker now manages. Before this veto, the Children's Services Section was staffed at about 79% of need. Also, Governor's withholdings will force DFS to leave vacant 13 supervisor and clerical positions in the county offices.

The Governor vetoed \$250,000 and withheld an additional \$1 million from about \$6 million appropriated for Children's Treatment Services. This will reduce the availability of protective and therapeutic services for abused and neglected children. About 400 children could benefit from these services if the funding were available. Also vetoed was funding recommended by the General Assembly to begin making payments to relatives of kids in DFS foster care. This veto of \$720,000 may make it more difficult to place children in DFS custody with a blood relative, considered one of the best foster care alternatives. Although the Governor did not make significant vetoes or withholdings to appropriations for Residential Treatment Services, a waiting list of about 400 remains.

The Governor vetoed all general revenue funding (which was one-half of the total funding) for Homeless Challenge Grants. This program provided matching funds to local communities which developed effective programs for assisting the homeless. The loss of state match will discourage investment of local moneys in these

important projects.

The Governor also vetoed \$2.5 million (\$1 million general revenue) appropriated by the General Assembly for a meager 1% increase in AFDC grants. This makes Fiscal Year 1992 the first in several years in which the average AFDC grant was not increased.

As mentioned previously, Medicaid is an entitlement program and therefore typically exempt from Governor's withholdings. (Two exceptions exist this year.) However, the Governor did make several major vetoes of funds for significant enhancements recommended by the General Assembly. Ms. Donna Checkett testified to the impact of the cuts.

For Fiscal Year 1991, the Governor recommended, as part of a large Medicaid cost containment package, that the state stop paying for dental care for persons over age 21. This recommendation was strongly opposed by the General Assembly and funding for the services was restored. Despite this signal, the Governor vetoed \$5.6 million (\$2.2 million general revenue, \$3.4 million federal funds) for these services. These services will be offered until early January, 1992, pending the effective date of revised state regulations. After this time, many Medicaid eligible adults will no longer receive basic dental care.

The General Assembly also recommended additional funding for Medicaid enhancements aimed at encouraging provider participation and improving service quality. Funding for case management for pregnant women (\$155,000: \$60,000 general revenue; \$95,000 federal funds), reimbursement for air ambulance services (\$410,000: \$164,000 general revenue; \$246,000 federal funds) and for

increased reimbursements to providers of in-home services for heavy care patients (\$1 million: \$400,000 general revenue; \$600,000 federal funds) were all vetoed. The in-home services veto could prove short sighted, as these services generally prevent the need to institutionalize the recipient, saving the state money.

Nursing home providers have filed suit against the state in each of the past several years on the grounds that Medicaid reimbursements have not been sufficient to meet the costs of operating an efficiently run facility, as required by federal law (Boren Amendment). Although funds were tight, the General Assembly made a serious effort to address the problem of Medicaid nursing home reimbursements. This package included: \$4.5 million (\$1.8 million general revenue, \$2.7 million federal funds) for a 1% per diem increase; \$1.25 million (\$500,000 general revenue, \$750,000 federal funds) for enhanced rates for heavy care patients; \$1.6 million (\$640,000 general revenue, \$960,000 federal funds) to increase reimbursements to homes with a high proportion of Medicaid clients. The intent of the General Assembly was to assemble a package that would not merely increase payments to all Medicaid nursing homes, but allocate additional resources to those homes serving many and(or) severe needs clients. All of these enhancements were vetoed by the Governor.

Again, typically, the Medicaid program is exempt from withholdings. However, funding for two important enhancements recommended by the General Assembly for Fiscal Year 1992 have yet to be implemented because of withholdings. First, the Governor

has withheld \$560,000 general revenue for increased pediatric care reimbursements. The increase was recommended to help address a shortage of physicians willing to treat Medicaid children. Information given the committee by the department indicates that the Governor plans to allow the increase beginning in January, 1992. Second, the Governor has withheld funds and delayed the extension of spousal impoverishment rules to Medicaid in-home services eligibility. Spousal impoverishment rules provide for exceptions in the Medicaid eligibility requirements which essentially protects a person from spending all assets in order to qualify his(her) spouse for Medicaid nursing care. Effectively, the rule encourages more costly institutionalization as opposed to less costly in-home services because the present rule extends only to nursing home care. Through the appropriations process, the General Assembly directed the division to pursue extension of spousal impoverishment rules in in-home services. Additional funding of about \$400,000 (\$160,000 general revenue, \$240,000 federal funds) was approved. However, the Governor has ordered the general revenue funding withheld and the implementation of the program delayed until a full study of the program's costs can be made.

Mr. Edwin Walker, Director of the Division of Aging, testified before the committee in regard to the impact of the state's budget crisis on the programs under his purview. The Division of Aging is responsible for the investigation of elderly abuse and neglect, inspection and licensure of nursing homes and for the delivery of in-home and alternative services for non-

Medicaid eligible elderly and handicapped.

The Governor vetoed funds for four FTE and forced the withholding of funds for eight other FTE who are responsible for abuse investigations and nursing home licensure. This workload will be shared among remaining workers and will result in less time devoted to any one particular task. Mr. Walker indicated that investigations of as many as 192 abuse investigations may be delayed annually as a result.

The Division of Aging's In-home Services program was also hard hit by the Governor's budget balancing actions. The program delivers homemaker, chore services and(or) medically oriented services directly to the client in his or her home to eliminate or delay the need for more costly institutionalization. There presently exists a waiting list of nearly 5,300 elderly and handicapped citizens for these services. The General Assembly recommended \$500,000 general revenue additional funds to provide services for approximately 390 additional clients. These funds were vetoed by the Governor. In addition, the Governor has announced that \$512,000 of the remaining appropriation will be withheld. The General Assembly also recommended \$80,000 general revenue for enhanced reimbursements for providers who deliver in-home services to heavy care clients (typically, wheelchair bound, incontinent, etc.) because current reimbursement is not sufficient to encourage provider participation among this group. These funds were vetoed by the Governor. It again must be stressed that the priority the General Assembly places on the In-Home Services programs (both in the Division of Aging and in Medicaid) arises

from the fact that the program is cost effective. Simply put, it is less costly (and incidentally, better for the client) to provide services in the client's home than to pay for nursing home care.

The Director of the Division of Youth Services (DYS), Mr. Mark Steward, was present to respond to the committee's inquiry into the impact of the budget crisis on that agency. DYS is responsible for the treatment and management of delinquent youth.

Mr. Steward's testimony indicated the significant impact of the Governor's budget actions was in the DYS Juvenile Court Diversion program. The Governor vetoed \$182,000 (general revenue) from the program's total funding of \$677,000 (\$323,121 general revenue, \$353,879 federal funds). This program provides grants to juvenile courts to support the development of community programs which provide an alternative to placement of delinquent youth with DYS. DYS presently operates at about 110% of capacity. There is a constant waiting list. The Juvenile Court Diversion program has been extremely effective in assisting DYS and the juvenile justice system in managing the waiting list for DYS placement.

Mr. Mike Henry, Director of the Division of Child Support Enforcement testified on his agency's behalf. This division is responsible for establishing paternity and child support orders and then seeing those orders are adhered to. This program makes money for the state in that AFDC recipients are required to surrender child support income to the state to help pay the cost of the AFDC program. To the extent the state can collect child support owed to AFDC recipients, it realizes a real return to the

Treasury.

In an attempt to enhance revenue collections, the General Assembly has recommended very large funding increases for child support enforcement in recent years. One strategy favored by the Senate involves establishing contracts with third parties (like collection agencies) for work which would typically be done by state employees. By doing so, the state avoids payments for fringes, salaries and operating expenses (most notably cost of rental space.) Although Mr. Henry has been very receptive to the concept, the Governor has not. The Governor vetoed \$830,000 the General Assembly had recommended for the division to pursue collection of child support with third parties. It is important to note that this veto will ultimately result in lost state revenue.

The Department of Social Services is a large and complex agency with a very important mission. Its responsibilities include the care and welfare of our state's most vulnerable citizens. As illustrated above, many of the strides the General Assembly has attempted to enhance the services the department provides have fallen victim to budget balancing actions, with sometimes dire consequences for those who rely on this agency for their security and well-being.

Conclusion

The present budget crisis presents the state of Missouri and the members of the Senate and House who must appropriate the state's budget the most challenging of problems in meeting the diverse needs of the people of Missouri in the last decade of the twentieth century.

Shortages of money as they occur from time to time are bad enough. Lack of money to meet basic human needs and provide essential services as well as meeting statutory requirements is a disaster. But that is where we are.

The committee has presented the facts as it found them through extensive hearings and interrogation of department heads and officials. The committee has "colored" nothing but simply presents things as they are.

The committee cannot appropriate money nor go any further than it has without an additional charge. The responsibility now shifts to the respective Appropriations and Budget Committees of the Senate and House.

This committee must recommend, however, that the budget process in 1992 be the most detailed and exacting in history. Programs and personnel must be examined for elimination. The so-called "CORE" must no longer be considered sacred but must be pierced as deeply as possible to eliminate bureaucracy, duplication and excessive expense wherever found.

The current budget crisis will not be solved by considering "new decision" items only. Courage must be found for deep cuts up

and down the line in order to begin moving Missouri from its current dilemma to greater fiscal responsibility to meet the needs of its citizens.

ATTACHMENTS

POTENTIAL DEFICIT DISTRICTS
FOR THE YEAR ENDING JUNE 30, 1992

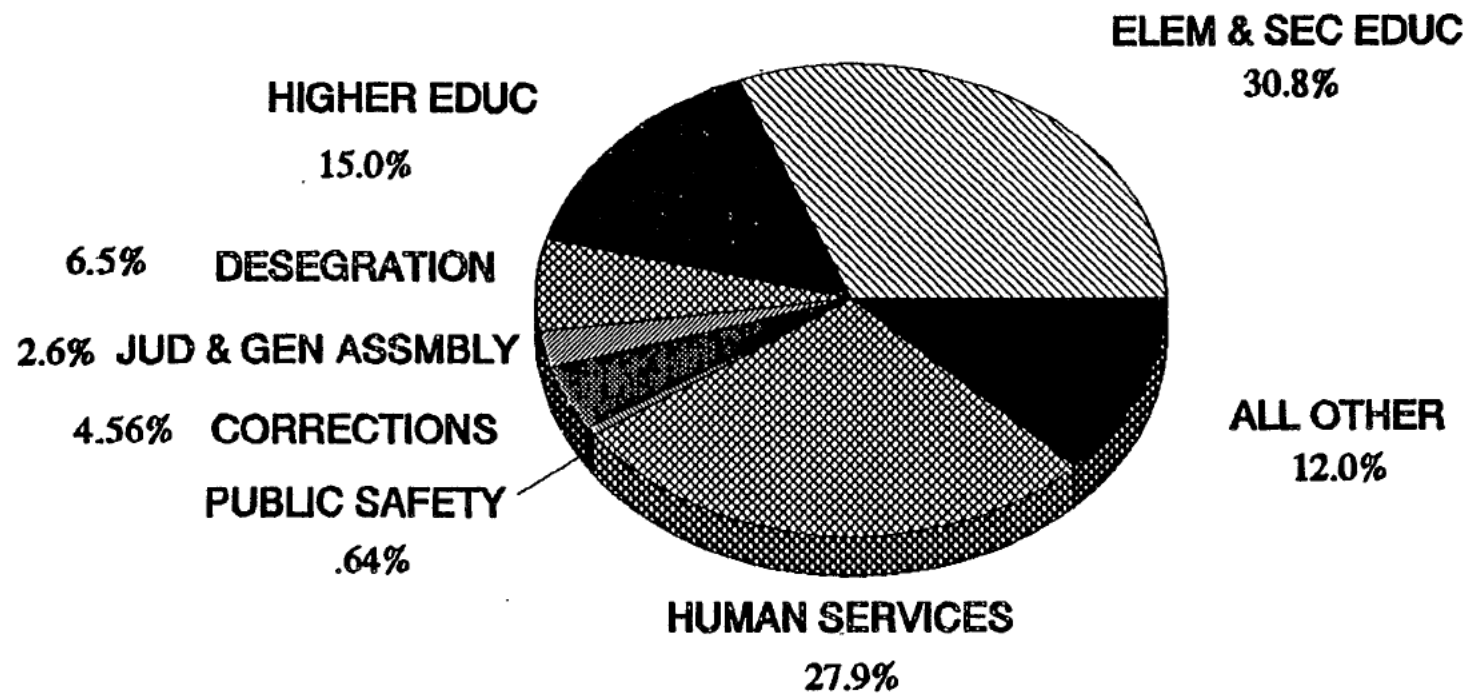
Fifty-nine (59) districts which have the potential of having a deficit balance in the combined General and Special Revenue Funds on June 30, 1992 are listed below. This projection assumes the same decline in the district's fund balance that occurred in fiscal year 1991. Some of these districts may have initiated significant reductions in staff and/or services to prevent ending the year with a negative balance. Also, some districts may have increased the tax levy or or may have plans to submit a tax increase to the voters before the 1992-93 school year.

A few of these districts show a significant reduction in fund balance in the 1990-91 year because the district paid the entire Career Ladder supplement before June 30 and did not receive the state portion of the supplement until July, 1991.

With the \$82.9 million General Revenue withholding from school programs in 1991-92 announced after districts had adopted their budget for the year, a number of other districts may be added to this list. The districts listed below may find it more difficult to reverse their decline in fund balances.

	1991 Unadjusted Tax Rate - General and Special Revenue Funds -----		1991 Unadjusted Tax Rate - General and Special Revenue Funds -----
AVENUE CITY R-IX	3.92	WINFIELD R-IV	2.77
JENKINS 35	2.44	BUCKLIN R-II	2.97
LAMAR R-I	2.28	MARQUAND R-VI	3.15
ST. JOSEPH	3.22	MARIES CO R-I	2.56
POPLAR BLUFF R-I	2.03	MORGAN CO R-I	1.71
BRAYMER C-4	3.62	WESTVIEW C-6	1.75
BOSWORTH R-V	3.33	NORTHEAST NODAWAY CO R-V	3.56
WAKENDA C-2	3.25	JEFFERSON C-123	3.93
EAST LYNNE 40	3.58	NORTH NODAWAY CO R-VI	4.22
MIDWAY R-I	4.30	MARYVILLE R-II	3.42
NORTHWESTERN R-I	3.85	OSAGE CO R-I	3.83
CHADWICK R-I	2.78	OSAGE CO R-III	2.13
BILLINGS R-IV	2.17	HALFWAY R-III	2.33
NORTH KANSAS CITY 74	3.75	OSCEOLA	2.13
PATTONSBURG R-II	4.46	KIRKWOOD R-VII	3.01
NORTH DAVIESS R-III	4.90	MEHLVILLE R-IX	2.85
SALEM R-80	2.40	HANCOCK PLACE	2.86
DENT-PHELPS R-III	2.51	WEBSTER GROVES	3.06
GASCONADE CO R-I	3.00	MIAMI R-I	3.17
ASH GROVE R-IV	3.08	SWEET SPRINGS R-VII	3.56
DAVIS R-XII	2.54	BIBLE GROVE R-V	3.91
PEACE VALLEY C-2	3.44	HURLEY R-I	2.86
INDEPENDENCE 30	3.46	BLUE EYE R-V	2.29
HILLSBORO R-III	3.15	FORSYTH R-III	2.08
WINDSOR C-1	2.30	HOUSTON R-I	1.73
HOLDEN R-III	2.48	CABOOL R-IV	2.16
WARRENSBURG R-VI	3.02	WARREN CO R-III	2.64
LEBANON R-III	1.80	VALLEY R-VI	2.05
LAFAYETTE CO C-1	3.71	WORTH CO R-III	2.60
MILLER R-II	3.16		

**GENERAL REVENUE
EXPENDITURES
FISCAL YEAR 1992**



Department of Public Safety
FY'92 General Revenue Veto & Withholding Plan

<u>Div.</u>	<u>FY'92 TAFP Appropriation</u>	<u>Veto</u>	<u>FY'92 Revised Appropriation</u>	<u>12%</u>	<u>3%</u>	<u>FY'92 Available Appropriation</u>
DO	\$1,021,084	\$ 30,633	\$ 990,451	\$122,530 -	\$ 29,714	\$ 838,207
HP	7,119,873	351,343*	6,768,530	965,145	499,001	5,304,384
WP	2,747,915	136,817*	2,611,098	329,750	0	2,281,348
LC	2,443,302	83,299*	2,360,003	254,796	0	2,105,207
FS	1,743,618	82,960	1,660,658	209,234	17,353	1,434,071
HS	0	0	0	0	0	0
AG	3,929,397	117,882	3,811,515	399,168	0	3,412,347
SEMA	588,473	82,653*	505,820	70,617	15,175	420,028
VC	<u>5,086,056</u>	<u>152,582</u>	<u>4,933,474</u>	<u>610,327</u>	<u>148,004</u>	<u>4,175,143</u>
Totals	\$24,679,718	\$1,038,169	\$23,641,549	\$2,961,567	\$ 709,247	\$19,970,735

*Vetoes include amounts other than 3%.

HP - \$52,726 for driver training contractual services

WP - \$50,000 for communications equipment

LC - \$10,000 for special agents

SEMA - \$65,000 for earthquake center at SEMO

Programs Exempted From Withholdings

HP - Fringe Benefits (\$2,803,527)

LC - Refunds (\$15,000)

SEMA - Disaster Fund (\$431,263)

Department of Public Safety
FY'92 GR & Veto Withholding Plan

Director's Office

<u>H.B. Section</u>	<u>Program</u>	<u>FY'92 TAFP Appropriation</u>	<u>Veto/ Withholding</u>	<u>FTE</u>
8.100	Admin - PS	\$ 581,303	\$ 25,000	1.00
8.100	Admin - E&E	244,450	34,377	-
8.110	Crime Labs - PSD	161,831	100,000	-
8.130	Witness Protection - PSD	<u>33,500</u>	<u>\$ 23,500</u>	<u>-</u>
	Total	\$1,021,084	\$182,877	1.00

Highway Patrol

<u>H.B. Section</u>	<u>Program</u>	<u>FY'92 TAFP Appropriation</u>	<u>Veto/ Withholding</u>	<u>FTE</u>
8.135	Admin - E&E	\$ 1,140	\$ 1,140	-
8.145	Enforcement - PS	2,953,554	218,033	5.00
8.145	Enforcement - E&E	1,991,937	637,840	-
8.160	Crime Lab - PS	532,177	45,000	0.00
8.160	Crime Lab - E&E	63,221	0	-
8.165	Academy - PS	270,102	56,396	0.00
8.165	Academy - E&E	88,905	66,722	-
8.170	Veh. & Driver - PS	492,384	416,142	2.00
8.170	Veh. & Driver - E&E	16,320	16,320	-
8.180	Tech. Services - PS	267,950	178,863	0.00
8.180	Tech. Services - E&E	<u>442,183</u>	<u>179,033</u>	<u>-</u>
	Total	\$7,119,873	\$1,815,489	7.00

Water Patrol

<u>H.B. Section</u>	<u>Program</u>	<u>FY'92 TAFP Appropriation</u>	<u>Veto/ Withholding</u>	<u>FTE</u>
8.185	Admin - PS	\$2,217,227	\$ 90,836	6.00
8.185	Admin - E&E	<u>530,688</u>	<u>375,731</u>	<u>-</u>
	Total	\$2,747,915	\$466,567	6.00

Liquor Control

<u>H.B. Section</u>	<u>Program</u>	<u>FY'92 TAFP Appropriation</u>	<u>Veto/ Withholding</u>	<u>FTE</u>
8.190	Admin - PS	\$ 513,265	\$ 39,998	2.00
8.190	Admin - E&E	178,981	18,369	-
8.200	Enforcement - PS	1,386,904	158,362	7.00
8.200	Enforcement - E&E	<u>364,152</u>	<u>121,366</u>	<u>-</u>
	Total	\$2,443,302	\$338,095	9.00

Fire Safety

<u>H.B. Section</u>	<u>Program</u>	<u>FY'92 TAFP Appropriation</u>	<u>Veto/ Withholding</u>	<u>FTE</u>
8.205	Admin - PS	\$1,122,785	\$165,138	7.00
8.205	Admin - E&E	420,833	93,758	-
8.210	Fire Training - PSD	<u>200,000</u>	<u>50,651</u>	<u>-</u>
	Total	\$1,743,618	\$309,547	7.00

Adjutant General

<u>H.B. Section</u>	<u>Program</u>	<u>FY'92 TAFP Appropriation</u>	<u>Veto/ Withholding</u>	<u>FTE</u>
8.225	Admin - PS	\$ 970,378	\$ 61,533	3.95
8.225	Admin - E&E	201,694	108,931	-
8.230	Field Support - PS	657,887	33,786	2.60
8.230	Field Support - E&E	435,927	144,485	-
8.230	Fuel & Utilities - PSD	846,690	25,401	-
8.240	Contract Services - PS	402,371	46,855	3.60*
8.240	Contract Services - E&E	407,140	93,749*	-
8.245	OASR - E&E	<u>7,310</u>	<u>2,310</u>	<u>-</u>
	Total	\$3,929,397	\$517,050	10.15

SEMA

<u>H.B. Section</u>	<u>Program</u>	<u>FY'92 TAFP Appropriation</u>	<u>Veto/ Withholding</u>	<u>FTE</u>
8.250	Admin - PS	\$390,383	\$ 62,983	4.00
8.250	Admin - E&E	133,090	40,462	-
8.261	Earthquake - SEMO	<u>65,000</u>	<u>65,000</u>	<u>-</u>
	Total	\$588,473	\$168,445	4.00

Veterans Commission

<u>H.B. Section</u>	<u>Program</u>	<u>FY'92 TAFF Appropriation</u>	<u>Veto/ Withholding</u>	<u>FTE</u>
8.265	Admin - PS	\$1,120,197	\$ 64,281	1.00
8.265	Admin - E&E	150,805	0	-
8.270	St. James - PS	1,087,236	383,478	0.00**
8.270	St. James - E&E	41,717	0	-
8.275	Mexico - PS	923,402	114,983	0.00**
8.275	Mexico - E&E	34,787	0	-
8.280	Mt. Vernon - PS	599,388	81,934	0.00**
8.280	Mt. Vernon - E&E	83,397	0	-
8.285	Cape Girardeau - PS	1,007,286	266,237	0.00**
8.285	Cape Girardeau - E&E	37,841	0	-
	Total	\$5,086,056	\$910,913	1.00**
<u>Department Total</u>		\$24,679,718	\$4,708,983	43.15

*This program area involves a 25^{GR}/75^{FED} match. This figure shows only the GR FTE affected. The federal portion equates to 10.80 FTE for a total of 14.40. The E&E program loses an additional \$281,841 in federal match.

**There will be no affect on GR FTE in the Veteran Homes as they will be shifted to Home Fund Appropriations.

FY'92
Department of Public Safety
Vacancies Due To Withholdings

Director's Office

Secretary - .80 GR/ .20 FED

Highway Patrol

Fingerprint Technician I - 1.00 GR
 Clerk/Typist I - 1.00 GR
 MVI Inspector I - 2.00 SWMF
 CVE Inspector I - 3.00 HWY

Water Patrol

Water Patrol Officers - 6.00 GR

Liquor Control

Auditor - 1.00 GR
 Programmer/Analyst - 1.00 GR
 Agents - 7.00 GR

Fire Safety

Secretary - 2.00 GR
 Boiler Inspectors - 2.00 GR
 Fire Investigators - 3.00 GR

Adjutant General

Material Control - 1.00 GR
 Military Records Clerk - 1.00 GR
 Building Maintenance Man - 5.00 GR/6.00 FED
 Seasonal - 1.45 GR/1.50 FED
 Maintenance Man (Senior) - .95 GR/1.05 FED
 Administrative Coordinator - .25 GR/ .75 FED
 Roads & Grounds - .25 GR/ .75 FED
 Security Guard - .25 GR/ .75 FED

SEMA

Training Technician II - 1.00 GR
 Training Technician III - .50 GR/ .50 FED
 Planner II - 1.00 GR
 Clerk/Typist II - .50 GR/ .50 FED

VETERANS COMMISSION

Service Officer - 1.00 GR

SUMMARY OF BUDGET REDUCTION
FY 92

Core Cuts by General Assembly

Personal Service (46 FTE*) 917,231

E & E 1,694,704

2,611,935

Vetoed by Governor

Personal Services

(69.5 FTE)

1,440,393

E & E

3,468,834

4,909,227

Withholding

Personal Services

(308 FTE)

6,209,508

E & E

4,311,090

10,520,598

18,041,760

*Dollar amount cut, but no FTE reduced.

BUDGET REDUCTION IMPACTS

Probation & Parole Officer Travel Reduced by 36%

IMPACT - Due to travel reduction Officer released from required contacts. Contacts have decreased from an average of 78,256 per month to 49,877 per month.

Reduction in Urinalysis

IMPACT - Reduction in urinalysis for probationers and parolees by over 1,000 per month. While we are still testing 1,085 per month by use of federal funds, this will run out in January, 1992. After February 1, 1992, we will no longer have funds for Urinalysis.

Reduction in Substance Abuse Treatment

IMPACT - Waiting list for in-patient substance abuse treatment has doubled.

No Repair or Maintenance to Office Equipment

IMPACT - Staff doing without some basic equipment. Awaiting items to appear at state surplus.

Probation & Parole Felony Caseload Increase by 12%

IMPACT - Caseloads increase as number of personal contacts are decreased due to fiscal cut-backs.

Reduction in Education Program

IMPACT - Loss of number of courses offered translating into fewer inmates involved in school. Loss a major item in our literacy program including loss of staff to identify educationally deficient inmates.

Reduction of Education E & E Supply to \$159,000

IMPACT - \$14.82 per student (10,722) for supply for whole year.

Reduction in Institutional Treatment

IMPACT - Long delays in assessment and treatment at JCCC, FRDC, and FCC due to frozen psychologist position. Elimination of Substance Abuse Treatment Program at BCC due to frozen positions.

Pick Up Cost Without Appropriations

IMPACT - Department of Health withdrew \$45,000 plus one FTE for AIDS testing and \$170,055 for AIDS treatment. Both must now be paid by our Department.

Unrealistically Low Salaries for Registered Nurses.

IMPACT - Positions go unfilled and services not delivered.

Audit of Invoice Eliminated

IMPACT - Payment of bill without questioning amount.

Withholding of \$689,969 owed Union Electric from old debt.

IMPACT - U.E. will apply 1.5% per month for late payment until bill is hopefully paid 7-1-92.

No Major Equipment Purchases.

IMPACT - Number of vehicles on road daily transporting inmates (av. 2,778 inmates transported per month) with over 100,000 miles and some over 150,000.

298.5 Positions Frozen (as of October 21, 1991)

IMPACT - Many staff working out of class. Services usually done by these employees not done or delayed.

Preventive Maintenance

IMPACT - Doing only repair on emergency basis. Non-compliance with new regulations on deep well operation. Non-compliance on recommended maintenance on steam boiler systems.

Major Reduction in Inventories

IMPACT - Item purchased as single item at higher cost instead of at lower price in bulk.

Roofs only Patched

IMPACT - Roof repaired only to extent to prevent excessive water damage and not replaced.

Lagoon and Sewer Not Repaired

IMPACT - WMCC, OCC, CMCC, ACC, CCC, RCC, and BCC all have lagoon or sewer problems which have potential of being cited by DNR due to non-compliance.

Reduction in Halfway House Beds by 62.

IMPACT - Delay in Halfway House placement of individuals. Offenders returning to community without this important service. Some individuals will be held 60 - 80 days beyond their regular release date due to no Halfway House bed being available.

Boot Camp not Funded due to Veto

IMPACT - Boot Camp start-up delayed for the third year in a row.

Reduction of Funds at all Levels of Department

IMPACT - General standstill of program and service without the option to withdraw constitutionally required, statutorily mandated, and public safety expected services.

DEPARTMENT OF CORRECTIONS
ANALYSIS OF CORE CUTS, VETOES & WITHHOLDINGS

TOTAL NEW DECISION ITEMS FY92	\$ 9,399,350
VETOED	<u>2,966,295</u>
TOTAL AMOUNT REMAINING	\$ 6,433,055

Of the \$9,399,350 new Decision Items, \$6,258,057 was for Medical Services, leaving \$3,141,293 for other Decision Items.

\$1,000,000 was vetoed from Medical Services, leaving \$5,258,057 new money; of this amount, \$1,719,214 has been placed in withholdings.

Of the \$3,141,293 new money received, \$1,966,295 was vetoed, leaving \$1,174,998 in new money.

TOTAL WITHHOLDINGS	\$ 11,210,568
TOTAL CORE CUTS	2,611,935
TOTAL VETO OF CORE	<u>1,942,932</u>
TOTAL REDUCTION BELOW FY91	\$ 15,765,435

FY91 APPROPRIATION - \$182,448,435 8.64% REDUCTION

DEPARTMENT OF CORRECTIONS
SUMMARY OF CORE CUTS
VETOES AND WITHHOLDING
FY92

PERSONAL SERVICES	NEW	FTE AFFECTED
*CORE CUT	917,231	46
VETOES	1,440,393	69.5
WITHHOLDING	6,209,508	308
PS TOTAL:	\$8,567,132	423.5

*NOTE: Dollar amount cut, but no FTE reduced thereby 46 positions need to be frozen. Vacancy level should have been 354 being of FY for the full fiscal year.

EXPENSE & EQUIPMENT	NEW	CORE
CORE CUT	1,694,704	
VETOES	3,468,834	
WITHHOLDING	4,311,090	
E&E TOTAL:	9,474,618	
TOTAL	18,041,750	

SUMMARY OF FY 92 CORE CUTS

HB#	HB SECTION	92 CORE	92 APPROP BEFORE VETO	REDUCTION IN CORE	NEW DECISION ITEMS	FY92 VETO
9.005	OFFICE OF DIRECTOR PS	930,554	917,559	12,995		
9.005	OFFICE OF DIRECTOR E&E	43,811	42,418	1,393		
9.010	TRAINING E&E	490,000	396,035	93,965		
9.020	D P COST PS	452,830	450,434	2,396		
9.020	DP COST E&E	1,444,757	1,444,757	0		
9.025	HALFWAY HOUSE E&E	4,846,056	4,776,056*	70,000	160,625	582,97
9.035	FUEL & UTILITIES E&E	8,120,348	7,400,000	720,348		
9.040	TELECOM E&E	1,212,841	1,177,273*	35,568	14,768	
9.045	FOOD PURCH E&E	12,899,506	12,899,506*	0	200,000	545,31
9.050	WAGE & DISCHARGE E&E	1,690,176	1,636,429*	53,747	212,058	
9.055	SECURITY STAFF PS	41,536,123	41,118,160	417,963		
9.055	SECURITY STAFF E&E	507,035	357,035	150,000		
9.060	SMALL PURCHASE E&E	8,584,788	8,584,788*	0	200,000	17,61
9.065	EQUIP PURCHASE	522,720	522,720	0		320,00
9.100	DOA - PS	1,797,043	1,794,527*	2,516	45,324	
9.100	DOA - E&E	136,429	131,995*	4,434	262,550	
9.200	DAI - PS	687,729	684,246	3,483		
9.200	DAI - E&E	278,969	269,869	9,100		
9.300	JCCC - PS	4,611,128	4,585,694	25,434		
9.305	CMCC - PS	2,333,717	2,321,490	12,227		
9.310	RCC - PS	1,217,658	1,211,173	6,485		
9.315	OCC - PS	1,391,241	1,384,679	6,562		
9.325	MCC - PS	2,862,249	2,846,434	15,815		
9.330	ACC - PS	2,422,629	2,409,881	12,748		
9.336	MALCOLM BLISS PS	0	0*	0	216,000	216,00
9.336	MALCOLM BLISS E&E	0	0*	0	9,000	9,00
9.337	MALCOLM BLISS STUDY E&E	0	0*	0	25,000	15,00
9.345	MECC - PS	2,308,194	2,296,085	12,109		
9.350	CCC - PS	1,084,917	1,079,636	5,281		
9.355	BCC - PS	2,212,126	2,200,309	11,817		
9.360	FCC - PS	3,446,508	3,427,730	18,778		
9.365	WMUC - PS	4,143,913	4,121,553	22,360		
9.370	FCC - PS	2,289,566	2,277,590	11,976		
9.375	FCC LEASE E&E	4,454,572	4,444,572	10,000		
9.400	DCT - PS	820,125	685,432	134,693		
9.400	DCT - E&E	78,946	76,042	2,904	28,000	
9.405	MEDICAL SERVICES - PS	7,391,356	7,353,775*	37,581	114,188	62,11
9.405	MEDICAL SERVICES - E&E	10,940,982	10,940,982*	0	6,258,057	1,000,00
9.415	INMATE ED E&E	937,756	737,756	200,000		
9.415	INMATE ED PS	3,854,789	3,854,789	0		573,41
9.416	MO LIT PRG PS	267,357	267,357	0		267,31
9.416	MO LIT PRG E&E	14,450	14,450	0		14,41
9.420	PUBLIC SCHOOL RET E&E	7,000	3,339	3,661		
9.425	FRDC - PS	1,744,288	1,735,257	9,031		
9.500	P&P - PS	8,619,320	8,573,811*	45,509	117,154	98,71
9.500	P&P - E&E	3,194,635	3,090,665*	103,970	101,154	190,91
9.505	PO I POOL - PS	12,500,603	12,434,462*	66,141	388,948	551,81
9.510	COMMUNITY SENT PS	1,052,439	1,046,870	5,569	229,920	
9.510	COMMUNITY SENT E&E	167,303	161,983	5,320	28,102	
9.515	COMMUNITY SENT E&E	350,000	132,870	217,130		
9.525	HOUSE ARREST PS	655,279	648,345	6,934		
9.525	HOUSE ARREST E&E	396,998	383,958	13,040		
9.530	COMM CORR COOR PS	21,243	21,130	113		
9.530	COMM CORR COOR E&E	2,346	2,222	124		
9.535	TTC - PS	783,352	779,433	3,919		
9.535	TTC - E&E	113,988	113,988	0		
9.540	SMHC - PS	627,968	624,645	3,323		
9.540	SMHC - E&E	161,281	161,281	0	12,000	
9.545	KCHC - PS	656,367	652,694	3,673		
9.545	KCHC - E&E	120,078	120,078	0	6,000	
9.550	MTCM - PS	42,132	42,132*	0	308,532	
9.550	MTCM - E&E	0	0*	0	17,650	
9.555	BOOT CAMP PS	0	0*	0	244,320	244,31
9.560	BOOT CAMP CONTRACT	0	0*	0	200,000	200,00
TOTALS		176,482,514	173,870,579	2,611,935	9,399,350	4,909,21
		PS	917,231			
		E&E	1,694,704			

*LESS NEW DECISION ITEM

Board of Public Buildings not included - BPB utilities had a core cut of 185,000

DEPARTMENT OF CORRECTIONS

Vetoed

FY92

New Decision Item Vetoed	\$	FTE
Halfway House Placements	160,625	
Food Purchases	200,000	
Malcolm Bliss	225,000	12
New St. Louis Honor Center	15,000	
Medical Services	1,062,124	1
Probation & Parole Staff	289,768	3.5
Probation & Parole Officer I Pool	551,808	31
Boot Camp Program	244,320	11
Boot Camp - Contract	200,000	
Boot Camp E&E	17,650	
	-----	-----
	2,966,295	58.50

Core Items Vetoed

Halfway House	422,353	
Food Purchases	345,324	
Dept. Major Equipment	320,000	
Education	573,448	
MO Literacy Program	281,807	11
	-----	-----
	1,942,932	11

DEPARTMENT OF CORRECTIONS

SUMMARY OF VETOES

FY92

VETOES:	<u>FTE</u>	<u>AMOUNT</u>
9.025 Halfway House Placements		\$ 582,978
9.045 Food Purchases		545,324
9.065 Department-wide Major Equipment		320,000
9.336 Malcolm Bliss	12.00	225,000
9.337 New St. Louis Honor Center		15,000
9.405 Medical Service	1.00	1,062,124
9.415 Education Services		573,448
9.416 Missouri Literacy Program	11.00	281,807
9.500 Board of Probation & Parole Staff	3.50	289,768
9.505 Probation & Parole Officer I Pool	31.00	551,808
9.555 Boot Camp Program	11.00	244,320
9.560 Boot Camp - Contractual		200,000
9.060 Dept-Wide Expense & Equipment (Boot Camp)		17,650
TOTAL VETOES:	69.50	\$4,909,227

DEPARTMENT OF CORRECTIONS

Positions Vetoed

FY92

9.336	Malcolm Bliss		
	Correctional Officer I	10.00	
	Maintenance Worker I	2.00	
		-----	12.00
9.405	Medical Services		
	Physician (consulting)	1.00	
		-----	1.00
9.416	Missouri Literacy Program		
	Academic Teacher III	11.00	
		-----	11.00
9.500	Probation and Parole Staff		
	Unit Supervisors	3.50	
		-----	3.50
9.505	Probation & Parole Officer Pool*		
	Probation & Parole Officer I	31.00	
		-----	31.00
9.555	Boot Camp Program		
	Correctional Officer III	1.00	
	Correctional Officer II	5.00	
	Clerk Typist II	1.00	
	Correctional Superintendent	1.00	
	Probation & Parole Officer II	1.00	
	Psychologist I	1.00	
	Outdoor Rehab. Counselor II	1.00	
		-----	11.00

	TOTAL FTE VETOED FOR FY92 BUDGET		69.50

*Ten Probation & Parole Officer I's were inadvertently vetoed from the Pool when the intent was to veto 10 new Probation & Parole Officer I's from Community Sentencing. Will correct in FY93.

DEPARTMENT OF CORRECTIONS

SUMMARY OF WITHHOLDING

FY92

INITIAL WITHHOLDING TARGET 9,532,342

Governor's 3% Reserve

PS 3,422,246

E&E 1,795,238

TOTAL 5,217,484

MAJOR EQUIPMENT 196,638

MEDICAL SERVICES E&E 1,500,000

ADDITIONAL PS WITHHOLDING 2,618,220

TOTAL 9,532,342

ADDITIONAL WITHHOLDING TARGET 1,678,226

SECURITY POOL PS 169,042

SECURITY POOL E&E 100,000

FOOD PURCHASE 300,000

EXPENSE & EQUIPMENT POOL 200,000

MEDICAL SERVICES E&E 219,214

UE PAYMENT (UTILITIES) 689,970

TOTAL 1,678,226

TOTAL WITHHOLDING: \$11,210,568

PERSONAL SERVICES

EXPENSE AND EQUIPMENT

APPROPRIATION TITLE	HOUSE BILL #	# OF FTE	APPROP AMOUNT	RESERVE	REMAINING BALANCE	APPROP AMOUNT	RESERVE	REMAINING BALANCE	GRAND TOTAL RESERVES	COMBINED BALANCE AFTER RESERVES
Office of Director-Staff	9.005	36.87	917,559	47,942	869,617	42,418	1,273	41,145	49,215	910,762
Training Programs	9.010					396,035	11,881	384,154	11,881	384,154
Information Systems	9.020	18.00	450,434	23,535	426,899	1,444,757	43,343	1,401,414	66,878	1,828,313
Halfway House Placements	9.025					4,353,703	130,611	4,223,092	130,611	4,223,092
Fuel & Utilities	9.035					7,400,000	222,000	7,178,000	222,000	7,178,000
Fuel & Utilities/BPB	9.036					1,200,000		1,200,000		1,200,000
Telecommunications	9.040					1,192,041	35,761	1,156,280	35,761	1,156,280
Food Purchases	9.045					12,554,182	676,625	11,877,557	676,625	11,877,557
Wage/Discharge Costs	9.050					1,848,487	55,455	1,793,032	55,455	1,793,032
Security Pool	9.055	2,289.00	41,118,160	2,556,229	38,561,931	357,035	110,711	246,324	2,666,940	38,808,255
Dept Wide - E & E Pool	9.060					8,767,138	463,014	8,304,124	463,014	8,304,124
Dept-Wide-Major Equip	9.065					202,720	202,720	0	202,720	0
Feas Study-St Louis	9.337					10,000	300	9,700	300	
Sub-Total - OD		2,343.87	42,486,153	2,627,706	39,858,447	39,768,516	1,953,694	37,814,822	4,581,400	77,663,569
Div/Administration-Staff	9.100	85.00	1,839,851	96,080	1,743,771	394,545	11,836	382,709	107,916	2,126,480
Div/Adult Instit-Staff	9.200	27.00	684,246	35,752	648,494	269,869	8,096	261,773	43,848	910,267
MSP	9.300	216.50	4,585,694	239,603	4,346,091				239,603	4,346,091
CMCC	9.305	114.00	2,321,490	121,298	2,200,192				121,298	2,200,192
RCC	9.310	59.00	1,211,173	63,284	1,147,889				63,284	1,147,889
OCC	9.315	70.00	1,384,679	72,349	1,312,330				72,349	1,312,330
MTCH	9.325	137.00	2,846,434	148,726	2,697,708				148,726	2,697,708
ACC	9.330	114.25	2,409,881	125,916	2,283,965				125,916	2,283,965
MECC	9.345	111.00	2,296,085	119,970	2,176,115				119,970	2,176,115
CCC	9.350	53.00	1,079,636	56,411	1,023,225				56,411	1,023,225
BCC	9.355	103.00	2,200,309	114,966	2,085,343				114,966	2,085,343
FCC	9.360	172.00	3,427,730	179,099	3,248,631				179,099	3,248,631
FCC/BPB	9.361	41.00	1,061,911		1,061,911	180,048		180,048	0	1,241,959
WMCC	9.365	212.00	4,121,553	215,351	3,906,202				215,351	3,906,202
PCC	9.370	111.00	2,277,590	119,004	2,158,586				119,004	2,158,586
PCC Lease Payment	9.375					4,444,572		4,444,572	0	4,444,572
Sub-Total - DAI		1,540.75	31,908,411	1,611,730	30,296,681	4,894,489	8,096	4,886,393	1,619,826	35,183,074
Div/Class & Treat-Staff	9.400	21.00	685,432	35,814	649,618	104,042	3,121	100,921	38,935	750,539
Medical Services	9.405	293.61	7,405,839	222,175	7,183,664	16,199,039	2,205,185	13,993,854	2,427,360	21,177,518
Educational Services *	9.415	155.26	3,854,789	201,413	3,653,376	164,308	4,929	159,379	206,342	3,812,755
Public School Retirement	9.420		3,339	174	3,165				174	3,165
FRDC	9.425	86.00	1,735,257	90,667	1,644,590				90,667	1,644,590
FRDC/BPB	9.430	19.00	468,024		468,024	49,778		49,778		517,802
Sub-Total DCT		574.87	14,152,680	550,243	13,602,437	16,517,167	2,213,236	14,303,931	2,763,479	27,906,368
Bd of Prob & Parole-Staff	9.500	417.50	8,592,181	448,941	8,143,240	3,000,835	90,025	2,910,810	538,967	11,054,049
P & P Officer I Pool	9.505	555.00	12,271,602	647,316	11,624,286				647,316	11,624,286
Comm. Sentencing Admin	9.510	60.00	1,276,790	66,712	1,210,078	190,085	5,703	184,382	72,415	1,394,460
Comm. Sentencing PSD	9.515					132,870	3,986	128,884	3,986	128,884
House Arrest Program	9.525	30.00	648,345	33,876	614,469	383,958	11,519	372,439	45,395	986,908
Comm. Corr. Coord. Unit	9.530	1.00	21,130	1,104	20,026	2,222	67	2,155	1,171	22,181
Tipton Treatment Cntr	9.535	38.00	779,433	40,725	738,708	113,988	3,420	110,568	44,145	849,276
St Marys Honor Center	9.540	30.00	624,645	32,638	592,007	173,281	5,198	168,083	37,836	760,090
Ka Cee Honor Center	9.545	31.00	652,894	34,114	618,780	126,078	3,782	122,296	37,896	741,076
Mineral Area Treat Cntr	9.550	19.00	350,664	18,322	332,342	17,650	529	17,122	18,851	349,463
Sub-Total-Bd of P&P		1,181.50	25,217,684	1,323,749	23,893,935	4,140,967	124,228	4,016,739	1,447,977	27,910,674
TOTAL GENERAL REVENUE		5,725.99	115,604,779	6,209,508	109,395,271	65,715,684	4,311,090	61,404,594	10,520,598	170,790,165



Missouri.

John Ashcroft, Governor

DEPARTMENT OF CORRECTIONS
Division of Administration

P. O. Box 236
Jefferson City, Missouri 65102
314-751-2389

Dick D. Moore, Director

David V. Kormann,
Division Director

December 3, 1991

MEMO TO: Richard McIntosh, Senate Budget Analyst
Senate Appropriations, Missouri Senate

FROM: David V. Kormann, Director 
Division of Administration

SUBJECT: Current Vacancies Report

Please find attached the Department of Corrections monthly
vacancies report effective November 22, 1991.

If you have any questions, feel free to contact me.

DVK:jcm

Attachment

cc: Dick D. Moore
Gail Hughes

REPORTED VACANT POSITIONS AS OF 11/22/91

* = Anticipated Vacancies

*** = Paid by DAI

	C STEP	
	Month	Year
<u>ACC VACANCIES</u>		
Storekeeper I (4375)	1516(e)	18,192
Clerk Typist II (4043)	1178	14,136
Clerk Typist II (4026)	1178	14,136
Corr. Caseworker I/SST (4060)	1843	22,116
Corr. Officer II (4142)	1574	18,888
<u>BCC VACANCIES</u>		
Corrections Officer II (0385)	1574	18,888
Clerk Typist II (0329)	1178	14,136
Corr. Classification Asst. (0343)	1574	18,888
Clerk Typist II (0328)	1178	14,136
Corr. Supv. I (0354)	1916	22,992
Corr. Officer II (0384)	1574	18,888
Corr. Officer II (0389)	1574	18,888
Labor Supervisor (0544)	1368	16,416
Cook II (0532) (Pd. by MECC)	1421(e)	17,052
<u>CCC VACANCIES</u>		
Recreation Officer I (8632) pd. by WMCC	1574	18,888
Plant Maint. Eng. I (8556)	1916	22,992
Maint. Worker II (8602)	1516	18,192
Corr. Supv. I (8530)	1916	22,992
CO II (8505)	1574	18,888
<u>CMCC VACANCIES</u>		
SST/Correction Casework I (5040) pd. by MCC	1843	22,116
SST/Correction Caseworker I (5032)	1843	22,116
Corr. Officer II (5143)	1574	18,888
Clerk Typist II (5009)	1178	14,136
Clerk Steno II (5045)	1220	14,460
Recreation Officer I (5078)	1574	18,888
Labor Supv. (5435)	1368	16,416
Executive II (5013)	1916	22,992
Corr. Training Off. (5014)	2077	24,924
Cook II (5324)	1421(e)	17,052

C STEP
Month Year

FCC VACANCIES

Clerk Steno III (0015)	1368	16,416
Corrections Caseworker I/SST (1209)	1843	22,116
Corrections Caseworker I/SST (1213)	1843	22,116
Corrections Caseworker I/SST (1210)	1843	22,116
Corrections Caseworker I/SST (1207)	1843	22,116
Clerk Typist II (1312)	1178	14,136
Clerk Typist II (1121)	1178	14,136
Clerk Typist II (1357)	1178	14,136
Corrections Off. II (0356)	1574	18,888
Corr. Classification Asst. (1259)	1574	18,888
Corr. Classification Asst. (1266)	1574	18,888
Corr. Supv. I (0175)	1916	22,992
CO III (0228)	1700	20,400
CO III (0227)	1700	20,400
Cook II (1583)	1421(e)	17,052
Cook II (1588)	1421(e)	17,052
Cook II (1587)	1421(e)	17,052
Clerk Typist II (1314)	1178	14,136
FUM (1160)	2077	24,924

FARMINGTON TREATMENT CENTER

Clerk Typist II (0017) Pd. by P&P	1178	14,136
CO II (0359) Pd. by P&P	1574	18,888
CO II (0360) Pd. by P&P	1574	18,888

FRDC VACANCIES

JCCC VACANCIES

Boiler Operator (1879)	1460	17,520
Boiler Operator (1877)	1460	17,520
Storekeeper I (1028)	1516(e)	18,192
Storekeeper I (1027)	1516(e)	18,192
SST/Correction Caseworker I (1063)	1843	22,116
Clerk Steno II (1083)	1220	14,640
SST/Corr. Caseworker I (1072)	1843	22,116
Clerk II (1233)	1134	13,608
Corr. Class. Asst. (1380)	1574	18,888
Corr. Class. Asst. (1389)	1574	18,888
Clerk IV (1225)	1460	17,520
CO II (1332)	1574	18,888
CO II (1350)	1574	18,888
CO II (1343)	1574	18,888
CO II (1358)	1574	18,888
Garage Supv. (1885)	1700	20,400
Maint. Supv. I (1840)	1700	20,400
Cook II (1784)	1421(e)	17,052
Cook II (1778)	1421(e)	17,052
Cook III (1768)	1574(c)	18,888

C STEP
Month Year

KCHC VACANCIES

Clerk II (1018) pd by WMCC	1134	13,608
CO II (1039)	1574	18,888

MCC VACANCIES

Clerk Typist II (3065)	1178	14,136
Boiler Operator (3464)	1460	17,520
Boiler Operator (3462)	1460	17,520
Executive I (3004)	1637	19,644
Corr. Caseworker Asst. (3059)	1574	18,888
Corr. Caseworker Asst. (3058)	1574	18,888
Storekeeper I (3431)	1516(e)	18,192

MECC VACANCIES

Clerk Steno II (9004)	1220	14,640
Corr. Officer II (9742)	1574	18,888
Switchboard Opr. I (9007)	1134	13,608
Corr. Officer II (9736)	1574	18,888
Labor Supv. (9180)	1368	16,416
Cook III (9152)	1574(c)	18,888
Storekeeper II (9011)	1460	17,520

OCC VACANCIES

SST/Corrections Casewkr. I (7051) pd. by MTCM	1843	22,116
Maint. Worker II (7086)	1516	18,192

PCC VACANCIES

Cook II (1582)	1421(e)	17,052
Clerk Typist II (1307)	1178	14,136
Institutional Activities Coord. (2101)	1574	18,888
Corr. Officer II (0324)	1574	18,888
Corr. Officer II (0326)	1574	18,888
Corr. Supv. I (0172)	1916	22,992
Boiler Operator (1477)	1460	17,520
Corr. Office II (0325)	1574	18,888
Fire and Safety Spec. (1517)	1637	19,644

	C STEP	
	Month	Year
<u>RCC VACANCIES</u>		
Laundry Supv. (6171)	1406	16,872
Corr. Officer III (6071)	1700	20,400
Clerk Typist II (6020)	1178	14,136
 <u>SMHC VACANCIES</u>		
Corr. Classification Asst. (8020)	1574	18,888
CO II (8050)	1574	18,888
 <u>TTC VACANCIES</u>		
Corr. Classification Asst. (2015)	1574	18,888
Corr. Caseworker II (2041)	1995	23,940
Cook II (2111)	1421(e)	17,052
CO II (2051)	1574	18,888
 <u>WMCC VACANCIES</u>		
Corrections Officer II (0336)	1574	18,888
Corrections Officer III (0222)	1700	20,400
Corrections Officer II (0343)	1574	18,888
Clerk II (2153)	1134	13,608
Corrections Officer II (0344)	1574	18,888
Corr. Officer III (0231)	1700	20,400
Functional Unit Mgr. (1158)	2077	24,924
Functional Unit Mgr. (1159)	2077	24,924
Labor Supervisor (1493)	1368	16,416
Clerk Typist II (1122)	1178	14,136
Corr. Officer II (0352)	1574	18,888
Corr. Officer II (0357)	1574	18,888
FUM (1162)	2077	24,924
Clerk II (1312)	1134	13,608
Corr. Officer III (0234)	1700	20,400
Stationary Eng. (1469)	1769	21,228
Corr. Supv. I (0174)	1916	22,992
Corr. Caseworker II (1181)	1995	23,940
Cook II (1591)	1421(e)	17,052
Recreation Officer I (2037)	1574	18,888
CO II (0340)	1574	18,888
CO II (0334)	1574	18,888
Cook II (1583)	1421(e)	17,052
Stationary Eng. (1467)	1769	21,228
Corr. Caseworker/SST (1207)	1843	22,116
Maintenance Supv. I (1432)	1700	20,400
Mini Computer Opr. (1371)	1316	15,792

- SECURITY POOL - CO I VACANCIES
CO I Vacancies as of November 22, 1991

61 Vacancies

C Step = \$1460/month

Breakdown includes:

ACC	-	4
BCC	-	3
CCC	-	0
CMCC	-	4
FCC	-	6
FRDC	-	3
KCHC	-	4
JCCC	-	7
MCC	-	4
MECC	-	10
OCC	-	0
PCC	-	7
RCC	-	1
SMHC	-	0
TTC	-	2
WMCC	-	6
TOTAL		61

MEDICAL SERVICES VACANCIES
(Reported Vacancies thru 11/22/91)

		C STEP \$/MONTH	\$/YR
ACC	- 1 RN IV (4017)	2455(e)	29,460
BCC	- 1 Sub. Abuse Cnslr. III (0523)	1843	22,116
FCC	- 1 Assoc. Psych. (1948)	2166	25,992
	1 Physician III (1949)	3930	47,160
	1 Psychologist I (1950)	2455	29,460
FRDC	- 1 Med Lab. Tech (1954)	1316	15,792
	1 RN II (1854)	1995(e)	23,940
	1 Records Admin. I (1955)	1637	19,644
	1 Assoc. Psych II (1952)	2166	25,992
JCCC	- 1 Radiologic Tech II (1178)	1516	18,192
	1 LPN II (1165)	1599(k)	19,188
MCC	- 1 RN III (3118)	2256(e)	27,072
	1 RN IV (3130)	2455(e)	29,460
	1 RN III (3104)	2256(e)	27,072
MECC	- 1 LPN II (1872)	1599(k)	19,188
	1 RN III (1851)	2256(e)	27,072
	1 RN II (9307)	1995(e)	23,940
PCC	- 1 LPN II (1876)	1599(k)	19,188
	1 LPN II (1878)	1599(k)	19,188
RCC	- 1 RN II (6050)	1955(e)	23,940
WMCC	- 1 RN II (1855)	1995(e)	23,940

REPORTED EDUCATIONAL SERVICES VACANCIES
- (As of 11/22/91)

	C STEP	
	Month	Year
ACC - Academic Teacher III (4327)	1955	23,940
Librarian (4343)	1574	18,888
BCC - Voc. Tchr. III (0563)	1955	23,940
Acedemic Teacher III (0561)	1955	23,940
Voc. Tchr. III (0571)	1955	23,940
Voc. Tchr. III (0582)	1955	23,940
Voc. Tchr. III (0572)	1955	23,940
CMCC - Voc. Teacher III (5358)	1955	23,940
MCC - School Librarian (3425)	1574	18,888
WMCC - Voc. Tchr. III (1779)	1955	23,940
Voc. Tchr. III (1782)	1955	23,940
Voc. Tchr. III (1784)	1955	23,940
Voc. Ed. Supervisor I (1821)	2166	25,992
Academic Teacher III (1755)	1955	23,940

CENTRAL OFFICE VACANCIES
(Reported thru November 22, 1991)

	C STEP	
	Month	Year
<u>Administration</u>		
Fire and Safety Coord. (0011)	2077	24,924
Maintenance Worker II (0176)	1516	18,192
Account Clerk I (0234)	1134	13,608
Account Clerk I (0068)	1134	13,608
Account Clerk II (0037)	1316	15,792
Auditor I (0082)	1843	22,116
Clerk II (0282)	1134	13,608
Procurement Officer I (0096)	1995	23,940
 <u>Office of the Director</u>		
Corr. Training Officer - OD (0256)	2077	24,924
Prog. Analyst Trainee (0269)	2256	27,072
 <u>Division of Classification and Treatment</u>		
Director of Education (0160)	2557	30,684
Education Program Coord. (Corr.)-(0163)	2256	27,072
Administrative Assistant (9985) (Unclass)		
Clerk Steno II (0086)	1220	14,640
Pharmacist (0462)	2256	27,072
Pharmacy Asst. I (0471)	1178	14,136
Chief of Substance Abuse Services (0098)	2667	32,004
 <u>Division of Adult Institutions</u>		
CO II (0355)	1574	18,888
Dietician III (0034) (budgeted at the II level)	2166	25,992
CO I (0380)	1460	17,520

BOARD OF PROBATION & PAROLE VACANCIES
(Reported Vacancies thru November 22, 1991)

	C STEP	
	Month	Year
Probation & Parole Officer I (28)	\$51,604	\$619,248

Community Sentencing Vacancies

3 Prob. and Parole Officer I	5,529	66,348
1 Unit Supervisor	2,256	27,072
1 Clerk Typist II (1/2)...	589	7,068

House Arrest Vacancies

General Revenue Vacancies

4 Clerk Typist II (1/2)	2,356	28,272
9 Clerk Typist II	10,602	127,224
1 Bond Investigator I	1,368	16,416
2 Clerk Typist III	2,272	27,264
1 District Supv. II	2,455	29,460
1 Unit Supervisor	2,256	27,072
2 PO II	3,990	47,880
1 Clerk Typist I (1/2)	548	6,576
1 Bond Investigator II	1,460	17,520

FY 91 NEW POSITIONS - (NOT YET ESTABLISHED)
(All figures shown at the "C" Step)

DAI STAFF

Clerk Steno III - CO	1368/mth	16,416/yr
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ADMINISTRATION

Account Clerk II (Tranfered from Cell Rental)	1316/mth	15,792/yr
Account Clerk II	1316/mth	15,792/yr

PROBATION/PAROLE STAFF

3 1/2 Clerk Typist II	4123/mth	49,476/yr
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PROBATION/PAROLE OFFICER POOL

3 P&P Officer I

HOUSE ARREST

1 Clerk Typist II	1178/mth	14,136/yr
5 P&P Officer I		

COMMUNITY CORR. COOD. UNIT

1 Records Officer I	1640/mth	17,520/yr
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FUNDING RATE (These are not vacancies.)

Probation and Parole Officer I	1843/mth	22,116/yr
Clerk Typist II	1178/mth	14,136/yr

FY 92 NEW POSITIONS (NOT YET ESTABLISHED)

Mth (C Step) Year

Administration

DCT Staff

Probation and Parole

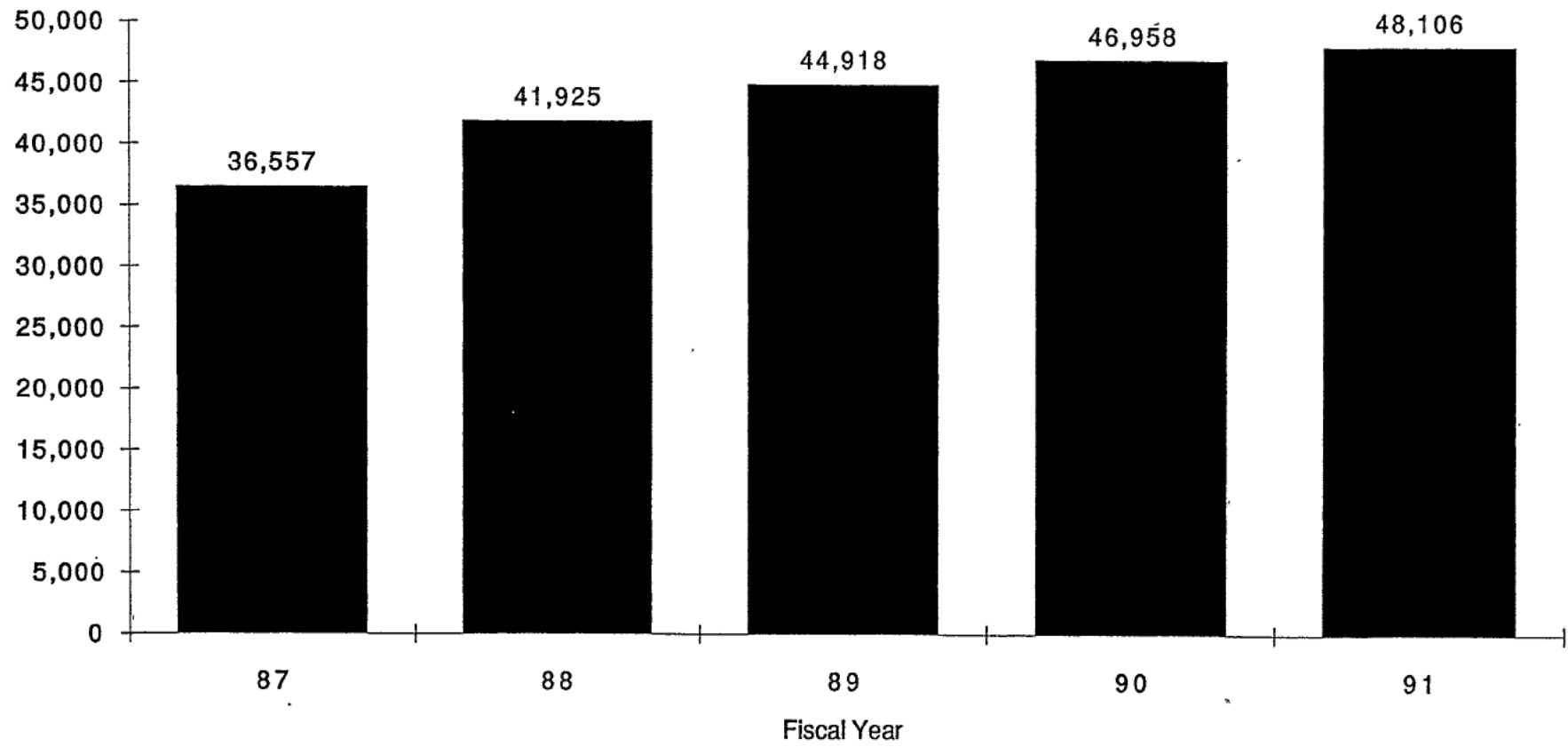
1 Cook II	1421(e)	17,052
1 Cook II	1421(e)	17,052

Attachment J

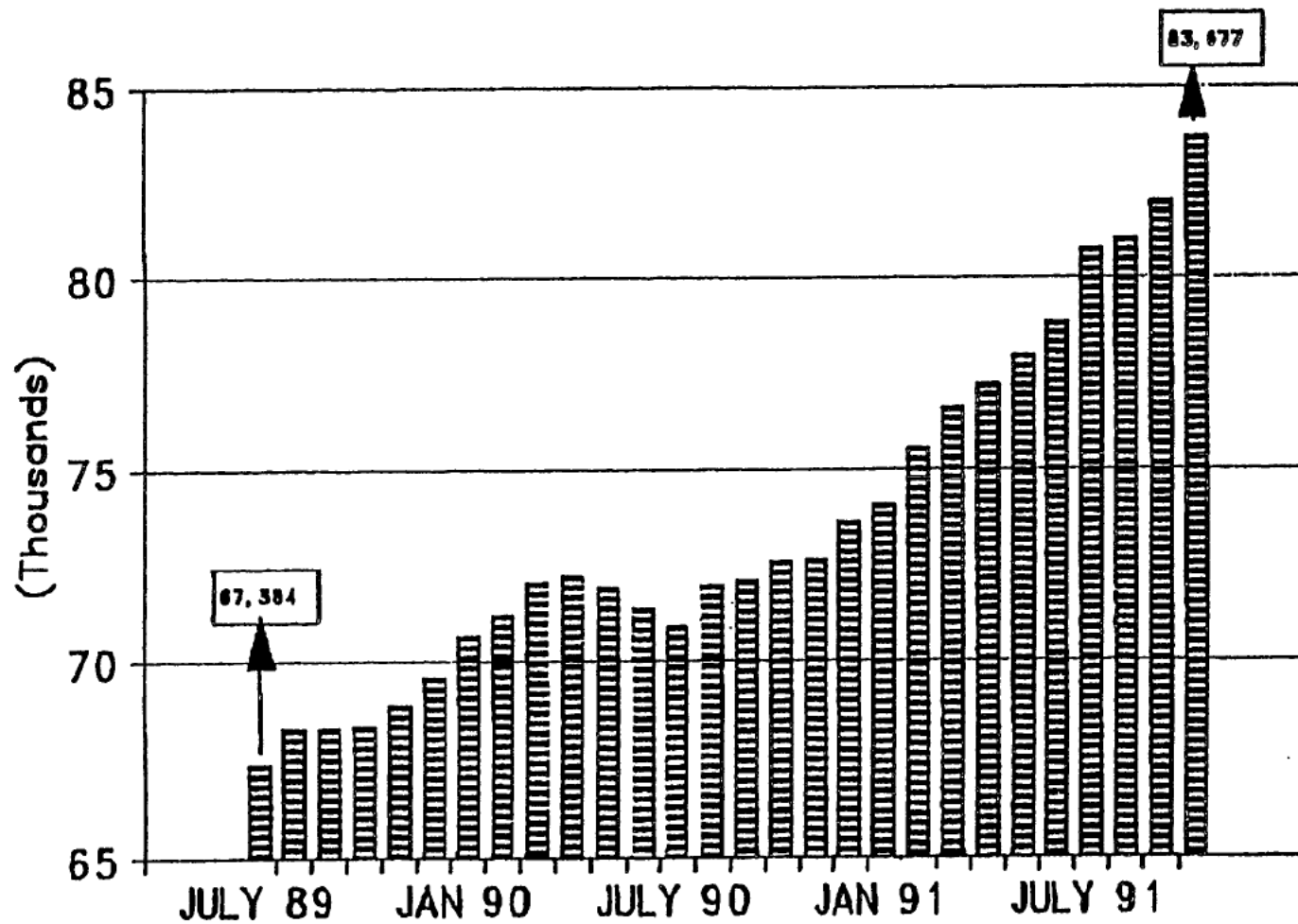
<u>Program</u>	<u>Fiscal Year 92 Program Participation</u>
Honor Center	758
Drug Treatment Centers	3,160
House Arrest	2,500
Community Sentencing	657
Shock Incarceration	1,047
Total Number of Individuals Diverted from Incarceration	8,122

Attachment K

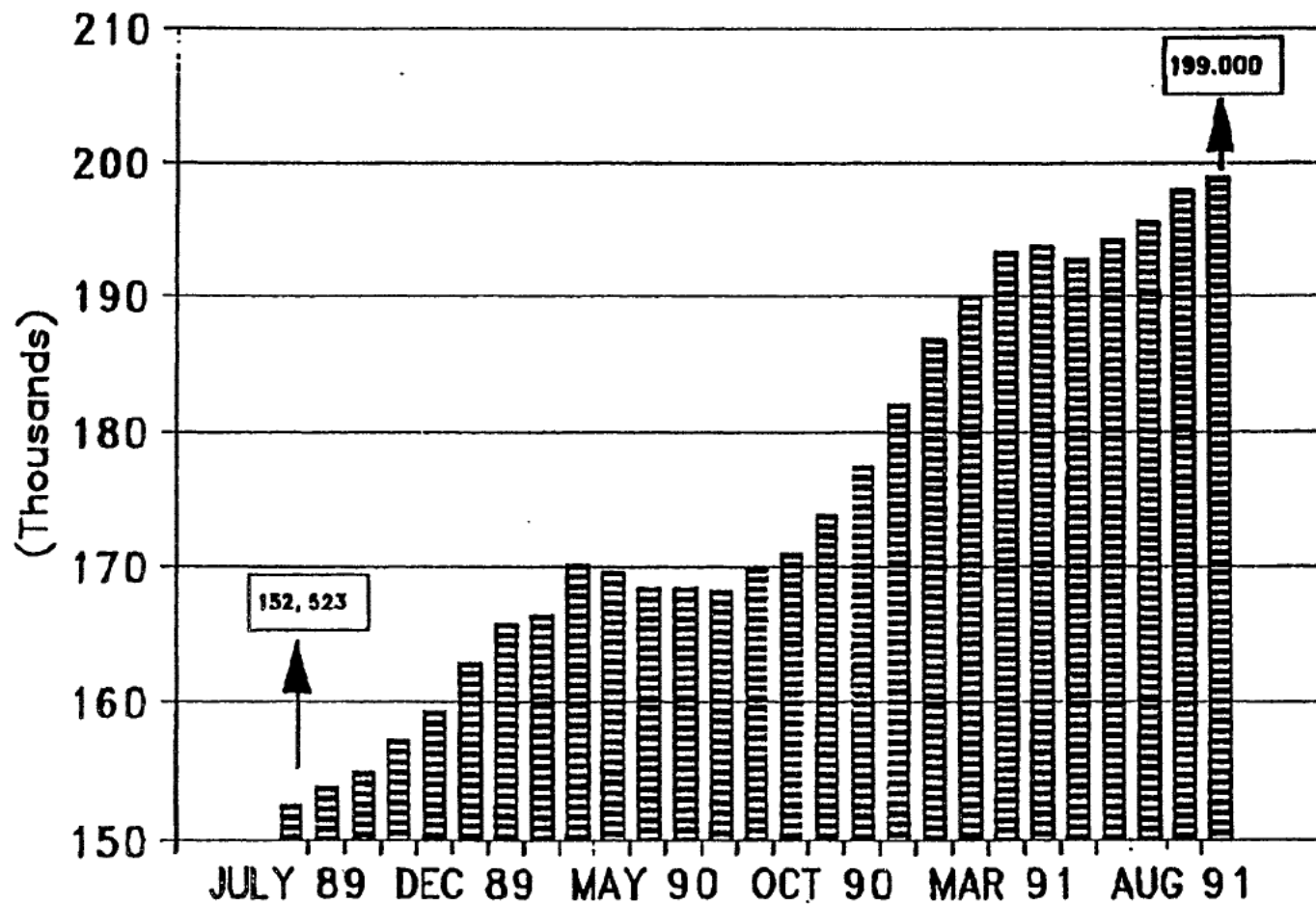
Fiscal Year Ending Probation and Parole Caseloads



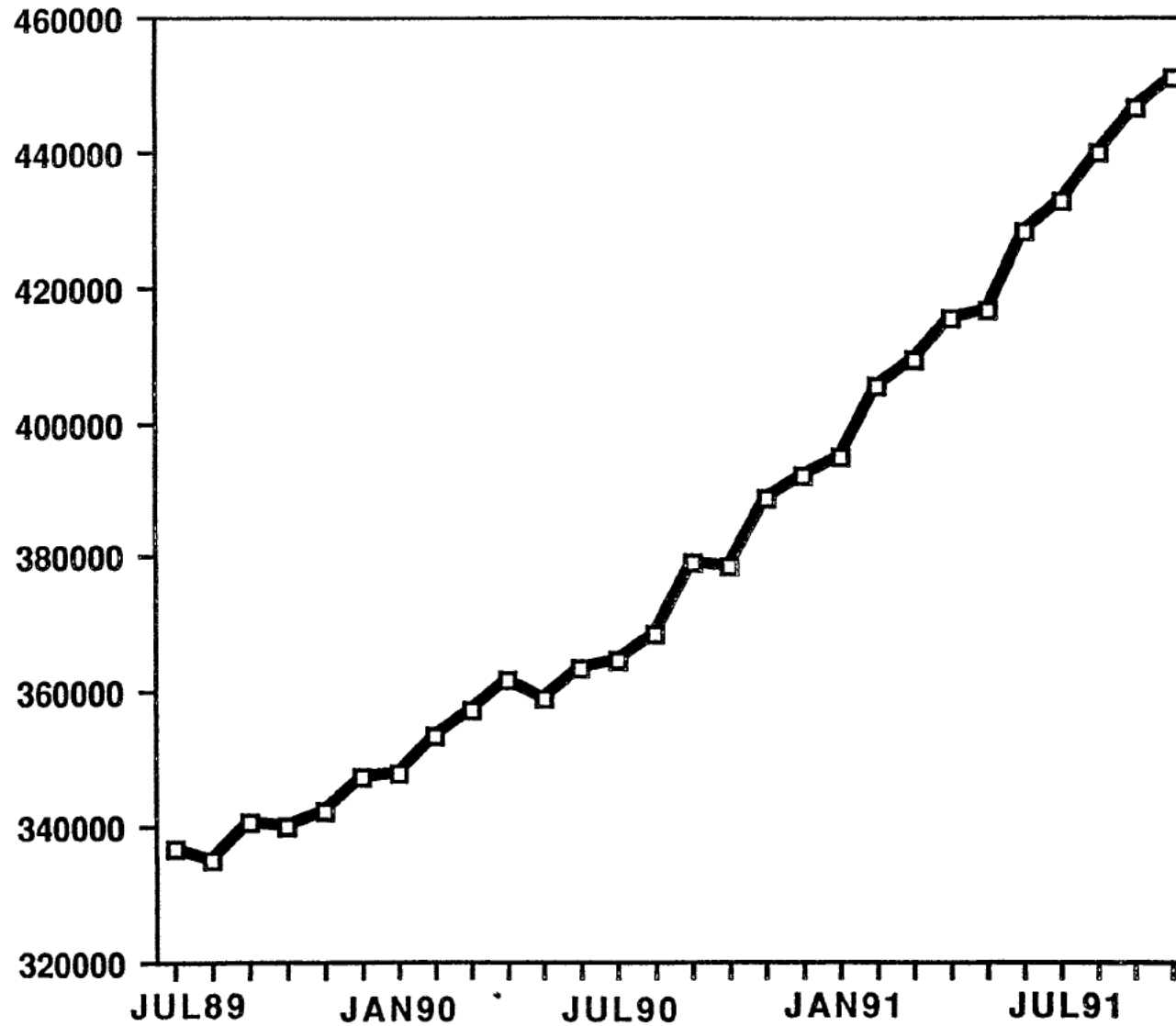
AFDC CASES JULY 89 - OCT 91



FOOD STAMP CASES JULY 89 - SEPT 91



MISSOURI MEDICAID ELIGIBLES



Research and Evaluation
PR